



**CONTRA COSTA COUNTY  
OFFICE OF THE SHERIFF**

## **Municipal Services Review (MSR) and Sphere of Influence (SOI) Updates**

### **County Service Areas Providing Miscellaneous Services**

**Final Draft - MSR/SOI Updates**  
March, 2025

## ACKNOWLEDGEMENTS

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Scott Perkins	City Member
Edi Birsan	City Member (Alternate)
Federal Glover	County Member
Candace Andersen	County Member
Diane Burgis	County Member (Alternate)
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Patricia Bristow	Special District Member
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## 1. INTRODUCTION

### 1.1 Contra Costa LAFCo

Local Agency Formation Commissions (LAFCOs) are countywide agencies created by the California State legislature to discourage urban sprawl and encourage the orderly formation and development of local government agencies. There is one LAFCo in each of California's 58 Counties. LAFCo's efforts are directed at the provision of efficient and economical municipal services, logical and orderly development, and agricultural and open space lands preservation.

LAFCo is responsible for implementing the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 ("CKH Act") (California Government Code ("GC") §56000 et seq.) to *facilitate* changes in local governmental structure and boundaries that fosters orderly growth and development; promote the efficient delivery of services; and encourage the preservation of open space and agricultural lands. LAFCOs regulate local agency spheres of influence (SOIs) and service boundaries, including annexations and detachments; city incorporations; district formations, consolidations, mergers and dissolutions; and extension of services outside jurisdictional boundaries.

LAFCo is also charged with preparing Municipal Service Reviews (MSRs). MSRs are state-mandated comprehensive analyses of specific services provided by municipalities and special districts that fall within the purview of LAFCo. MSRs provide information about service delivery, evaluate how services are provided, recommend actions to improve the provisions of services, and highlight best practices, risks and challenges facing local agencies. This MSR updates (changes or reaffirms, as appropriate) the sphere of influence (SOI) for each County Service Area (CSA) reviewed. SOIs are important as they designate an agency's probable future boundary and service area.

### 1.2 Municipal Service Review Determinations

GC §56430 requires LAFCo to conduct a review of municipal services provided in the county by region, sub-region or other designated geographic area, as appropriate, for the service or services to be reviewed, and prepare a written statement of determinations with respect to each of the following:

1. Growth and population projections for the affected area;
2. The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the SOI;
3. Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies (including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the SOI);
4. Financial ability of agencies to provide services;
5. Status of, and opportunities for, shared facilities;
6. Accountability for community service needs, including governmental structure and operational efficiencies; and
7. Any other matter affecting or related to effective or efficient service delivery, as required by Commission policy.

While LAFCOs typically examine the presence of disadvantaged unincorporated communities, Contra Costa LAFCo examines disadvantaged communities (DACs) which include both incorporated and unincorporated areas. This provides a more comprehensive look at potentially struggling communities in the County. As such, determination No. 2 listed above will be changed to reflect DACs.

State Guidelines and Commission policies encourage stakeholder cooperation in the municipal service review process. To promote cooperation, each agency under review has been given the opportunity to review and comment on their respective profiles. This process also provides a basis to evaluate, and make SOI changes, if appropriate.

### 1.3 Sphere of Influence Determinations

A SOI is a LAFCo-approved boundary that designates an agency's probable service area. SOIs are planning tools used to provide guidance for boundary changes and are intended to encourage efficient provision of organized community services, discourage urban sprawl and premature conversion of agricultural and open space lands, and prevent overlapping jurisdictions and duplication of services.

LAFCo is required to establish SOIs for all local agencies and enact policies to promote the logical and orderly development of areas within the SOIs. Furthermore, LAFCo must update those SOIs every five years or as needed. For a SOI update, LAFCo is required to conduct an MSR and adopt related determinations. It must also make the following SOI determinations (GC §56425):

1. The present and planned land uses in the area, including agricultural and open-space lands;
2. The present and probable need for public facilities and services in the area;
3. The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide;
4. The existence of any social or economic communities of interest in the area if the Commission determines that they are relevant to the agency; and
5. The present and probable need for public facilities and services related to sewers, municipal or industrial water, or structural fire protection of any disadvantaged unincorporated communities within the existing SOI (effective July 1, 2012).

### 1.4 Population Growth

The California Department of Finance projects that Contra Costa County will have a consistent growth rate of 1.12% into the 2030's<sup>1</sup>. The actual growth rate has been lower than projected, reflecting an overall similar trend in California of growth stagnation or decline into the coming decades that do not align with previous population growth estimates from the 2010's. Statewide patterns observed growth between 2010 and 2020, showed overall population growth of 5.8% showing a period of slowing growth that trailed the national average and resulted in the loss of a congressional seat for the first time in the state's history<sup>2</sup>. Recent research further highlights this trend, with a net loss of over a quarter-million residents in California between July 2020 and July 2021, marking the onset of a new demographic era characterized by overall population change with regional variations<sup>3</sup>.

The County has experienced varied population growth trends from the last adopted CSA MSR in 2013 to the present. According to the U.S. Census Bureau, the Contra Costa County population was 1,165,927 in 2020 with a growth rate of 11.14% that surpassed the national average during that decade<sup>4</sup>.

Recent Census data indicates a slight decline since 2020 with the population estimated at 1,156,966 as of July 1, 2022, representing a decrease of approximately -0.8% from the 2020 Census suggesting a shift in the growth pattern for the county. The latest estimates from the California DOF indicate that the population of the county decreased by approximately 0.4%, from 1,151,798 on January 1, 2022, to 1,147,653

<sup>1</sup> <https://www.contracosta.ca.gov/DocumentCenter/View/61035/312-Population-and-Housing-PDF>

<sup>2</sup> [https://www.ppic.org/wp-content/uploads/content/pubs/report/R\\_116HJ3R.pdf](https://www.ppic.org/wp-content/uploads/content/pubs/report/R_116HJ3R.pdf)

<sup>3</sup> <https://www.ppic.org/publication/californias-population/#:~:text=From%202010%20to%202020%2C%20California%E2%80%99s,first%20time%20in%20California%E2%80%99s%20history>

<sup>4</sup> <https://www.census.gov/quickfacts/fact/table/contracostacounty/california/PST045222>

on January 1, 2023. This decline is consistent with the state of California's overall population change of -0.4%<sup>5</sup>. It is also comparable to the population decreases observed in neighboring Solano and Alameda counties, both of which experienced a -0.5% decrease. However, the population change in the county was more pronounced than in Sacramento County, which saw a smaller decrease of -0.1%, and contrasts with San Joaquin County's population increase of 0.4% during the same period.

The same DOF data identifies distinct regional patterns within the County. Cities in the eastern part of the county including Oakley, Antioch and Brentwood, are experiencing growth with population increases of 1.7%, 0.9% and 0.5%, respectively. This growth aligns with growth in incorporated cities in neighboring inland counties such as Fairfield 0.4% in Solano County, and Tracy 0.8%, and Manteca 2.3% in San Joaquin County. Further, inland portions of western and central Contra Costa that are part of the greater Bay Area such as Clayton, Concord and Danville are seeing population decreases, with declines in the -0.8% to -1.1% range. This aligns with other inland incorporated parts of the greater Bay Area such as Pleasanton -1.4% and Livermore -1.3% in Alameda County.

To estimate future population growth for Contra Costa County for the next MSR due in 2033, a Compound Annual Growth Rate (CAGR) calculation can be employed. This method provides an annual growth rate that considers the beginning and ending values over a specific period, thus offering a generalized rate of change. For this calculation:

- The beginning population in 2020 was 1,165,927.
- The ending population in 2023 was 1,147,653.
- The number of years (periods) from 2020 to 2023 is 3.

Contra Costa County's population projection is a decrease to approximately 1,088,783 by 2033, a decline of about -5.13% from the 2023 population of 1,147,653, is based on a calculated CAGR of approximately -0.525%. This projection, while a useful tool for planning and analysis, is a broad estimate that primarily relies on recent population trends. Other factors could significantly influence future population dynamics, such as changes in migration patterns, economic shifts, or policy decisions. Therefore, while this projection offers valuable insight, it should be interpreted within the broader context of the dynamic nature of demographic change.

For the MSR purposes, it is important to acknowledge the recent trend of population declines in certain areas of the County and increases in others, and consider its implications for service provisions and planning. In summary, after a decade of growth, the County's population has begun to decline as of the latest estimates. This shift underscores the importance of monitoring demographic changes and adapting service strategies to meet the evolving needs of the county's residents.

## 1.5 Disadvantaged Communities

Disadvantaged communities reference the areas throughout California which most suffer from a combination of economic, health, and environmental burdens. These burdens include poverty, high unemployment, air and water pollution, the presence of hazardous wastes, as well as high incidence of asthma and heart disease. One way that the state identifies these areas is by collecting and analyzing information from communities throughout the state. CalEnviroScreen, an analytical tool created by the California Environmental Protection Agency (CalEPA), combines different types of census tract-specific information into a score to determine which communities are the most burdened or "disadvantaged" with an emphasis on environmental factors such as air pollution or hazardous industries.

<sup>5</sup> <https://www.contracosta.ca.gov/5342/Demographics>

LAFCo is required to evaluate services available within disadvantaged unincorporated communities as part of municipal services reviews, including the location and characteristics of any such communities (GC §56430). Typically, these areas are evaluated for their basic services: water, sewer, and fire protection.

Disadvantaged communities (DACs) will be used instead of DUCs for the purposes of this CSA MSR to identify communities of concern. A DAC is defined as any area where the annual median household income (MHI) is less than 80 percent of the statewide annual median household income (pursuant to GC §56033.5 and Water Code §79505.5). This includes both incorporated and unincorporated lands. The California statewide MHI, according to the 2019 American Community Survey 1-year estimate, is \$80,440. To qualify as a DAC, an area would need to have a MHI of \$64,352 or lower.

## 1.6 CSAs Legislation Overview

The principal CSA legislation is found in the GC, Chapter 2.5 of Title 3, Division 2, Part 2. This chapter outlines various aspects of CSAs, including general provisions, formation, general powers, services and facilities, finance, revenues, capital financing and zones. The basic premise of a CSA is for communities to fund a service by charging a direct assessment or property-related fee for services. A CSA is administered by County staff under the direction of the County BOS.

A CSA can be initiated through a County Board of Supervisors (BOS) resolution or petition signed by no less than 10% of registered voters residing within the proposed area. A CSA may be established to provide any one or more of the following types of extended services within an unincorporated area: police protection, structural fire protection, local park, recreation, and parkway facilities and services, library facilities and services, television translator station facilities and services, low-power television services, and other governmental services which the county is authorized by law to perform, and which the county does not also perform to the same extent on a county-wide basis both within and outside city boundaries.

As of January 1, 2009, the new CSA law took effect. The rewrite of the old 1953 law was done in a collaborative effort by the Senate Local Government Committee. The new law carefully spells out the CSAs' policies, powers, procedures, oversight duties, and clarifies LAFCo's role in providing oversight.

## 1.7 Review Methods

The following information was considered in the development of this service review:

- Agency-specific data: Responses to LAFCo Information Requests from service providers
- Demographic data: U.S. Census Bureau; DOF population data
- Finances: Budgets, audits, rates and fees; and
- Other Reports: Prior Contra Costa LAFCo MSR/SOI Updates, County studies, etc.

Information gathered was analyzed and applied to make the required determinations. The MSR and SOI determinations and recommendations are included in the individual agency chapters.

## 1.8 California Environmental Quality Act

The California Environmental Quality Act (CEQA) is contained in Public Resources Code §21000 et seq. Public agencies are required to evaluate the potential environmental effects of their actions. MSRs are statutorily exempt from CEQA pursuant to §15262 (feasibility or planning studies) and categorically exempt pursuant to CEQA Guidelines §15306 (information collection). CEQA requirements are applicable to SOI updates. The CEQA lead agency for SOI updates is most often LAFCo, unless an agency has initiated an SOI expansion or update.

## 2. CSA SERVICES OVERVIEW

CSAs in Contra Costa County encompass a range of specialized areas each responsible for providing distinct public services essential to community infrastructure and well-being. They provide drainage, street lighting for county maintained street lights, libraries, ferry and transit operations and law enforcement services, and are dedicated to the operation, maintenance and improvement of these services within their boundaries, ensuring that the County's infrastructure meets the community's needs and supports its growth. CSAs in Contra Costa County are governed by an elected County BOS.

**Table 2-1: Contra Costa Board of Supervisors (2024)**

Board Member	District	Term Expiration
John M. Gioia	District 1	2026
Candace Andersen	District 2	2024
Diane Burgis	District 3	2024
Ken Carlson	District 4	2026
Federal D. Glover	District 5	2024

**Table 2-2: CSAs for this MSR**

CSA #	Services	Notes
D-2	Drainage (Walnut Creek)	Provides funding for watershed drainage infrastructure in the City of Walnut Creek and adjacent unincorporated areas.
L-100	Streetlighting (countywide)	Provides public street lighting services in primarily developed unincorporated areas
M-1	Delta Ferry	Finances a portion of ferry service costs for unincorporated Bradford Island and Webb Tract.
M-20	Parkway Tree Maintenance	Provides parkway tree maintenance services in the View Pointe subdivision, Rodeo area. <i>ZERO SOI Proposed – trees removed</i>
M-23	Drainage Maintenance and Geologic Hazard Abatement Service	Provides drainage, maintenance, and Geologic Hazard Abatement services to Blackhawk, Danville, and San Ramon areas
M-31	BART RDA TDM Program	(Pleasant Hill) Transportation Demand Management (TDM) Program
RD-4	Road maintenance	Manages road maintenance services in Bethel Island.
T-1	Transit	Provides transit services to communities in unincorporated Camino Tassajara, adjacent to Danville.
LIB-2	Library	Serves the El Sobrante area north of Richmond and south of Pinole.
LIB-10	Library	Covers the City of Pinole and adjacent unincorporated areas.
LIB-12	Library	Covers unincorporated area south and east of Town of Moraga.
LIB-13	Library	Encompasses portions of Walnut Creek and Concord, including North Gate and Shell Ridge areas.
P-2	Police Protection	Provides law enforcement services in Blackhawk and Alamo areas.
P-5	Police Protection	Provides law enforcement services in Round Hill area, east of Alamo.
P-6	Police Protection	A countywide district providing law enforcement services in all unincorporated areas except Kensington.

## 2.1 Drainage

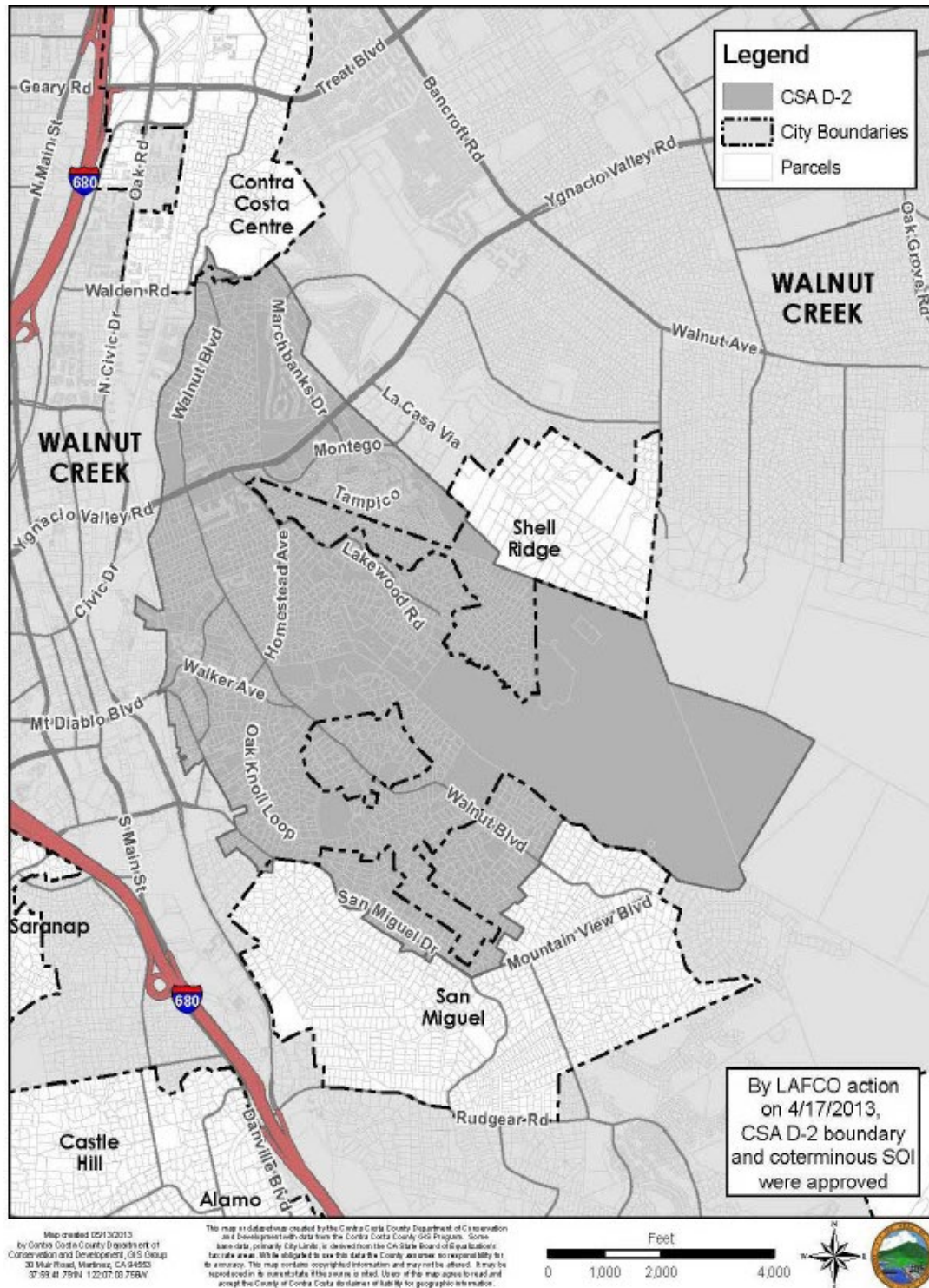
Formation	
Agency Name	CSA D-2 Walnut Creek Drainage
Services	
Services Provided	CSA D-2 is the financing entity for drainage and flood control infrastructure. It allocates construction, improvement, and maintenance funds for stormwater management systems to ensure efficient water runoff and flood prevention, safeguarding community and property from water-related damages.
Areas Served	CSA D-2 provides drainage services to the central portion of the City of Walnut Creek and adjacent unincorporated areas of San Miguel, Walnut Knolls and Wild Oak.
Contact	
Main Contact	Warren Lai, Public Works Director
E-mail	<a href="mailto:Warren.Lai@pw.cccounty.us">Warren.Lai@pw.cccounty.us</a>
Physical Address	255 Glacier Dr, Martinez, CA 94553
Mailing Address	255 Glacier Dr, Martinez, CA 94553
Phone	925-313-2000
Website	<a href="https://www.contracosta.ca.gov/227/Public-Works">https://www.contracosta.ca.gov/227/Public-Works</a>



### 2.1.1 CSA D-2 - Walnut Creek Drainage

CSA D-2 finances drainage infrastructure in the central portion of the City of Walnut Creek and in the adjacent unincorporated areas of San Miguel, Walnut Knolls and Wild Oak. CSA D-2 is funded by drainage fees with a revenue of \$5,000 in fiscal year (FY) 2022-23.

**Figure 2-1: CSA D-2 - Walnut Creek Drainage Boundary and SOI**



**Table 2-3: CSA D-2 Agency Overview**

<b>Formation</b>	
Agency Name	CSA D-2 Walnut Creek Drainage
Formation Date	December 31, 1968
Principal Act	California GC §25210 et seq.
<b>Governance</b>	
Governing Body	Contra Costa County BOS
Board Meetings	Meetings are held on most Tuesdays at 9:00 a.m. Public meetings are at the County Administration Building located at 1025 Escobar Street Martinez, CA 94553.
Staffing	Contra Costa County Public Works
<b>Services</b>	
Services Provided	CSA D-2 is the financing entity for drainage and flood control infrastructure. It allocates funds for the construction, improvement, and maintenance of stormwater management systems to ensure efficient water runoff and flood prevention, safeguarding community and property from water-related damages.
Areas Served	CSA D-2 provides services to the central portion of the City of Walnut Creek and adjacent unincorporated areas of San Miguel, Walnut Knolls and Wild Oak.

### **Mission Statement**

*“Public Works employees deliver cost effective, safe, reliable and sustainable projects, programs and quality services with a focus on our communities and provide support services that are competitive, attentive, responsive, efficient and safe to enable County Departments to provide high quality services to the public.”<sup>6</sup>*

### **Formation**

CSA D-2 was established on December 31, 1968, as a response to the urgent need for effective flood and drainage management in an area initially developed without adequate stormwater infrastructure. The lack of planning in the 1940s and 1950s resulted in frequent flooding, with homes inundated and roads often impassable. Earlier attempts to address these issues, including a proposed ad valorem tax for drainage, were rejected by residents, driving the community's demand for a viable solution.

CSA D-2 was formed at the residents' request, succeeding the former County Storm District No. 8, with the goal of creating a taxing entity capable of securing funds and implementing necessary drainage improvements to protect the community and enhance living conditions.

### **Boundary & Sphere**

The boundary area of CSA D-2 encompasses approximately 1,571 acres or 2.5 square miles, incorporating a central portion of the City of Walnut Creek along with adjacent unincorporated areas such as San Miguel, Walnut Knolls, Wild Oak, and a portion of Shell Ridge<sup>7</sup>. This area, primarily served by CSA D-2, is characterized by its proximity to the San Ramon Creek watershed, which includes Indian and Walnut Creeks. The service area is nearly built out, with minimal anticipated growth, reflecting a community

<sup>6</sup> <https://www.contracosta.ca.gov/236/Mission-Vision-Values>

<sup>7</sup> Agency Response Exhibit 3 - DA 8 Agreement

that's matured since CSA formation December 31, 1968.

The CSA D-2 SOI is coterminous with the current service CSA boundary. This alignment ensures that the CSA's planning and service provisions are directly in tune with the area's needs and growth projections. The last SOI update was in 2013. Since its formation, CSA D-2 has not undergone any boundary changes, maintaining a consistent service area throughout its operational history.

### Population

CSA D-2 serves a population of 9,701.<sup>8</sup> The adoption of Walnut Creek's 6th Cycle Housing Element in 2023 outlines a potentially significant increase in population within the city as well as CSA D-2. The City proposes the addition of 5,806 new housing units including 1,657 units for very low-income earners, 954 for low-income earners, 890 for moderate-income earners and 2,304 for above-moderate-income earners, with a portion of this growth slated to occur within the CSA D-2 service area<sup>9</sup>.

Walnut Creek's Housing Element acknowledges major waterways as potential constraints such as San Ramon Creek and Las Trampas Creek near the city's core. These creeks have historically contributed to flooding, affecting Walnut Creek, Las Trampas Creek, Grayson-Murderers creeks and San Ramon Creek. The City believes its flood control infrastructure, ranging from natural creeks to substantial box culverts, has been adeptly improved to manage 100-year flood events effectively. Given that the selected housing sites are not proximate to these environmentally sensitive or flood-prone areas, the anticipated population growth is not expected to significantly elevate CSA D-2 services demand.

### Services Overview

CSA D-2 has been instrumental in addressing the drainage and flood control needs within its jurisdiction, encompassing parts of the City of Walnut Creek and adjacent unincorporated areas. The district's operations and strategic interventions have been pivotal in mitigating flood risks and enhancing drainage infrastructure. Below is an overview of services provided by CSA D-2 and scope of its responsibilities.

- Drainage Facility Financing
- Infrastructure Maintenance
- Flood Control Planning and Design
- Implementation of Master Plan Projects
- Collaboration and Coordination

### Infrastructure

The CSA has funded certain drainage improvements throughout its history, including pipes, channels, and related costs, but does not directly own those improvements. From January 1, 2020 – December 31, 2023, the CSA has had 2 Maintstar work requests about flooding (i.e. requesting maintenance crew to respond) and 11 inquiries about the maintenance of drainage facilities.

### Government Structure & Advisory Committees

The CSA D-2 governing body is the Contra Costa County BOS, as is common for dependent special districts in California, where county governance provides oversight. This structure is supported by practices outlined in the California GC §25210.1 et seq., which details the provisions for CSAs, including governance, formation, and powers. In this capacity, the Board oversees financial and operational policies, budget approvals, assessments, and the prioritization of projects within CSA D-2's jurisdiction.

CSA D-2 does not have a CSA Coordinator or an Advisory Committee.

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<sup>8</sup> Contra Costa LAFCO 2020 Census and DCD Analysis (Block Calc Method)

<sup>9</sup> <https://www.walnutcreekca.gov/government/departments/housing-programs/housing-policies/housing-element>

## Management & Staffing

Under the County's jurisdiction, operations are closely integrated with county governance. The CSA does not directly employ staff for day-to-day operations or maintenance activities; instead, it relies on the County's resources and departments to manage the services it finances. This structure allows CSA D-2 to leverage the expertise and infrastructure of the County to fulfill its mission without the need for a separate administrative or operational workforce. The oversight and strategic direction for CSA D-2 is provided by the County BOS, acting as the governing body, which ensures that the District's objectives align with broader county priorities and regulations. The miscellaneous CSAs are managed by the Contra Costa County Public Works Department whose staff performs budget, assessment update, service delivery and oversight functions.

## Accountability & Capacity to Provide Services & Capital Needs

The Contra Costa County BOS holds governance and operational policies of CSA D-2. Financial oversight is ensured through regular audits, and performance evaluations alongside physical inspections of drainage infrastructure are conducted to maintain efficiency in stormwater management. While the use of internal feedback mechanisms and external consultants for operational improvements is a common practice, specific details regarding CSA D-2's approach to these practices warrant clarification. The District's operations are focused on adhering to environmental and public safety standards through its funding and oversight of drainage and flood control projects.

CSA D-2 operates as a funding mechanism for maintenance within Contra Costa Flood Control Zone 3B, where it provides regional drainage and significant strides have been made towards flood protection and environmental restoration over the years<sup>10</sup>. Formed in the early 1950s, Zone 3B spans the Walnut Creek watershed, the largest in Contra Costa County, covering nearly 150 square miles and providing flood protection for over 300,000 residents across several cities, including Concord, Pleasant Hill, Walnut Creek, Alamo, Lafayette and Danville<sup>11</sup>. This extensive system incorporates various creeks and channels such as Walnut, Pacheco, Grayson and more to manage flood risks effectively.

CSA D-2 addresses local infrastructure needs, complemented by the City of Walnut Creek's direct involvement in planning, design studies and potential project funding. CSA D-2's contribution has been in the financing of maintenance to local drainage facilities within its area that experiences flooding roughly every 15 years<sup>12</sup>.

There is also a Flood Control District (FCD) in this area that focuses on regional flood control. The FCD handles regional flood infrastructure, whereas the CSA handles local infrastructure. The City of Walnut Creek conducts planning and design studies and may choose to fund projects directly and depends on property tax allocations to fund construction and maintenance of flood control projects. However, the specific tax rate within CSA D-2, as with other zones, is subject to the limitations set by Propositions 13 and 218, where any adjustments require a two-thirds majority approval from the electorate. This stipulation underscores the necessity for CSA D-2 to efficiently use its allocated funds to support flood control measures.

## Infrastructure Needs

The Flood Control Capital Improvement Plan (CIP) 2021 Update is a capital needs assessment that identifies regional infrastructure needs within CSA D-2 drainage areas. Periodic updates to this plan occur

<sup>10</sup> <https://www.contracosta.ca.gov/5784/Lower-Walnut-Creek-Restoration-Project>

<sup>11</sup> <https://www.contracosta.ca.gov/DocumentCenter/View/73557/FC-Zones-Summary>

<sup>12</sup> 2013 MSR

every 2-3 years<sup>13</sup>. A localized maintenance plan specifically for projects that CSA D-2 could fund is not available. However, within the scope of Flood Control Zone 3B, there are two projects for enhancing flood control infrastructure and addressing long-standing environmental challenges within the SOI of CSA D-2 that could potentially utilize funding from CSA D-2. These include:

- **San Ramon Creek Sediment Removal near San Ramon Bypass**
  - This project is a strategic initiative aimed at resolving sediment accumulation issues downstream of the San Ramon Bypass diversion structure in Alamo, extending to the bypass channel at the San Ramon power plant corridor. This project, with a funding allocation from Flood Control Zone 3B amounting to \$400,000, manages base flows maintained within the natural creek channel.
- **Flood Control Zone 3B Channels and Structures Conditions Assessment**
  - This project is a comprehensive effort to evaluate the current state of flood control facilities within Pleasant Hill, Walnut Creek, Concord and the surrounding unincorporated areas. With a total project cost of \$915,000, including an allocation of \$150,000 for FY 21-22, this assessment identified infrastructural deficiencies and formulated a retrofit plan.

These projects not only signify the concerted efforts to improve flood control measures within CSA D-2's service area but also could reflect the strategic use of funds from Flood Control Zone 3B to address infrastructure improvements and environmental restoration efforts.

### Shared Facilities & Cooperation

No current shared facilities or coordination with other entities were identified for this Municipal Service Review.

### Financing & Budget

The CSA is financed by drainage fees collected within Walnut Creek, as outlined in an agreement that mandates the city's responsibility for fee collection primarily from per-acre parcel tax assessments and interest income<sup>14</sup>. The County's adopted policy is for drainage fees to be at least \$0.35 per square foot of impervious surface added. Revenues are constrained by the limited development activity in the CSA.

Supplementary financial support for the CSA has come from federal and state grants in the past, alongside general funds from both Contra Costa County and the City of Walnut Creek. Historically, Walnut Creek has allocated funds from its general resources for detention basin projects, albeit with a preference towards establishing a dedicated local funding.

In return for collecting fees and record keeping, Walnut Creek receives nominal compensation from the CSA. The agreement also ensures legal support from the district against any challenges to the fees or ordinance, except when city negligence is involved. The district must obtain Walnut Creek's approval for any modifications to drainage plans or new fee ordinances, promoting coordinated management and funding of the city's drainage infrastructure.

CSA D-2, like many other CSAs, is primarily established as a funding mechanism to finance specific services or infrastructure projects within its jurisdiction, which in this case includes drainage and flood control within certain areas of Walnut Creek and adjacent unincorporated areas. This focuses on financing rather than direct operational management which means CSA D-2 may not directly own physical assets such as land or infrastructure. Instead, CSA D-2 allocates resources to projects, which are then executed and maintained by local jurisdictions or other responsible entities, such as the City of

<sup>13</sup> Responses to Contra Costa LAFCo CSA D-2 (Walnut Creek) Information Request January 26, 2024

<sup>14</sup> Contra Costa County Flood Control and Water Conservation District Drainage Fee Collection, Right of Way, and Maintenance Agreement

Walnut Creek or Contra Costa County.

The following table shows that annual CSA budgets adopted by the BOS routinely allocate several hundred thousand dollars more than what is used by the CSA in its actual budget. There could be a number of reasons for this including delayed projects due to bidding, CEQA, permitting, grant funds, limited staff to complete budgeted projects, etc. The County is challenged in meeting CSA D-2's mission, as described in its ordinance, to correct "drainage problems and provide drainage services" in the area. The last drainage plan update, in 1979, described drainage facilities with an estimated cost of \$4,045,000. Annual drainage fee revenues will never be the sole and sufficient funding source to fulfill that amount because revenues are based on development activity. Raising the necessary funds would require an extraordinarily high rate, which would make development impractical. However, there have been no reports of significant drainage issues within the area and annual expenditure (for minimal administration) are not reducing the fund balance.

**Table 2-4: CSA D-2 Drainage 2020-23 Budgets**

Fund	Dept.	Expense/ Revenue	FY 2020-21 Budgeted	FY 2020-21 Actual	FY 2021-22 Budgeted	FY 2021-22 Actual	FY 2022-23 Budgeted
260200	7602	CSA D-2					
		Services & Supplies	\$412,886	\$0	\$407,424	\$0	\$423,057
		Other Charges	\$100	\$58	\$100	\$45	\$1,000
		Expenditure Transfers	\$1,400	\$864	\$1,400	\$2,243	\$2,000
		<b>Total Expenditures</b>	<b>\$414,386</b>	<b>\$922</b>	<b>\$408,924</b>	<b>\$2,288</b>	<b>\$426,057</b>
		Licenses/ Permit/ Franchise	\$2,000	\$8,829	\$0	\$15,283	\$4,000
		Use of Money & Property	\$13,000	\$406	\$1,225	\$363	\$1,000
		<b>Total Revenues</b>	<b>\$15,000</b>	<b>\$9,235</b>	<b>\$1,225</b>	<b>\$15,646</b>	<b>\$5,000</b>
		Fund Balance	<b>(-\$399,386)</b>	<b>\$8,313</b>	<b>(-\$407,699)</b>	<b>\$13,358</b>	<b>(-\$421,057)</b>

Source: County Special Districts/Other Agencies Budget- Non Enterprise Sources / Uses by Unit

## 2.2 Transportation

**Table 2-5: Transportation CSA Overview**

Agency Names	
Agencies	CSAs L-100 Streetlighting, CSA M-1 Delta Ferry, M-20 Parkway Tree Maintenance, M-31 BART RDA Program, RD-4 Road Maintenance, and T-1 Transit
Services	
Services Provided	<p><b>CSA L-100</b> provides street lighting services and improved infrastructure.</p> <p><b>CSA M-1</b> Delta Ferry provides finances to the Delta Ferry Authority (DFA) to defray a portion of its costs for ferry services.</p> <p><b>CSA M-20</b> provides Parkway Tree Maintenance services.</p> <p><b>CSA M-31</b> BART RDA (TDM) finances services to commercial office properties in Contra Costa Centre</p> <p><b>CSA RD-4</b> provides Road Maintenance and related funding.</p> <p><b>CSA T-1</b> provides extended public transit services (TDM)</p>
Areas Served	<p><b>CSA L-100</b> provides street lighting to developed and undeveloped areas in unincorporated Contra Costa County including El Sobrante, Kensington, Rodeo, Crockett, Mt. View, Vine Hill, Pacheco, Contra Costa Centre, Alamo, Blackhawk, Camino Tassajara, Bay Point, Norris Canyon, Bethel Island, and Discovery Bay.</p> <p><b>CSA M-1</b> Delta Ferry serves unincorporated Bradford, Jersey and Webb Tract islands.</p> <p><b>CSA M-20</b> Parkway Tree Maintenance serves the View Pointe Subdivision in unincorporated Rodeo.</p> <p><b>CSA M-31</b> BART RDA Program serves commercial office properties in Pleasant Hill BART and surrounding areas.</p> <p><b>CSA RD-4</b> Road Maintenance funds are used to maintain a section of Dutch Slough Road in the vicinity of Bethel Island.</p> <p><b>CSA T-1</b> Transit serves Alamo Creek, Monterosso and Ponderosa Colony communities in unincorporated Camino Tassajara.</p>
Contact	
Main Contact	Rochelle Johnson, Special Districts Manager
E-mail	<a href="mailto:Rochelle.Johnson@pw.cccounty.us">Rochelle.Johnson@pw.cccounty.us</a>
District Office Address	255 Glacier Dr, Martinez, CA 94553
Mailing Address	255 Glacier Dr, Martinez, CA 94553
Phone	925-313-2299
Website	<a href="https://www.contracosta.ca.gov/227/Public-Works">https://www.contracosta.ca.gov/227/Public-Works</a>



Figure 2-2: Contra Costa County Public Works Organizational Chart

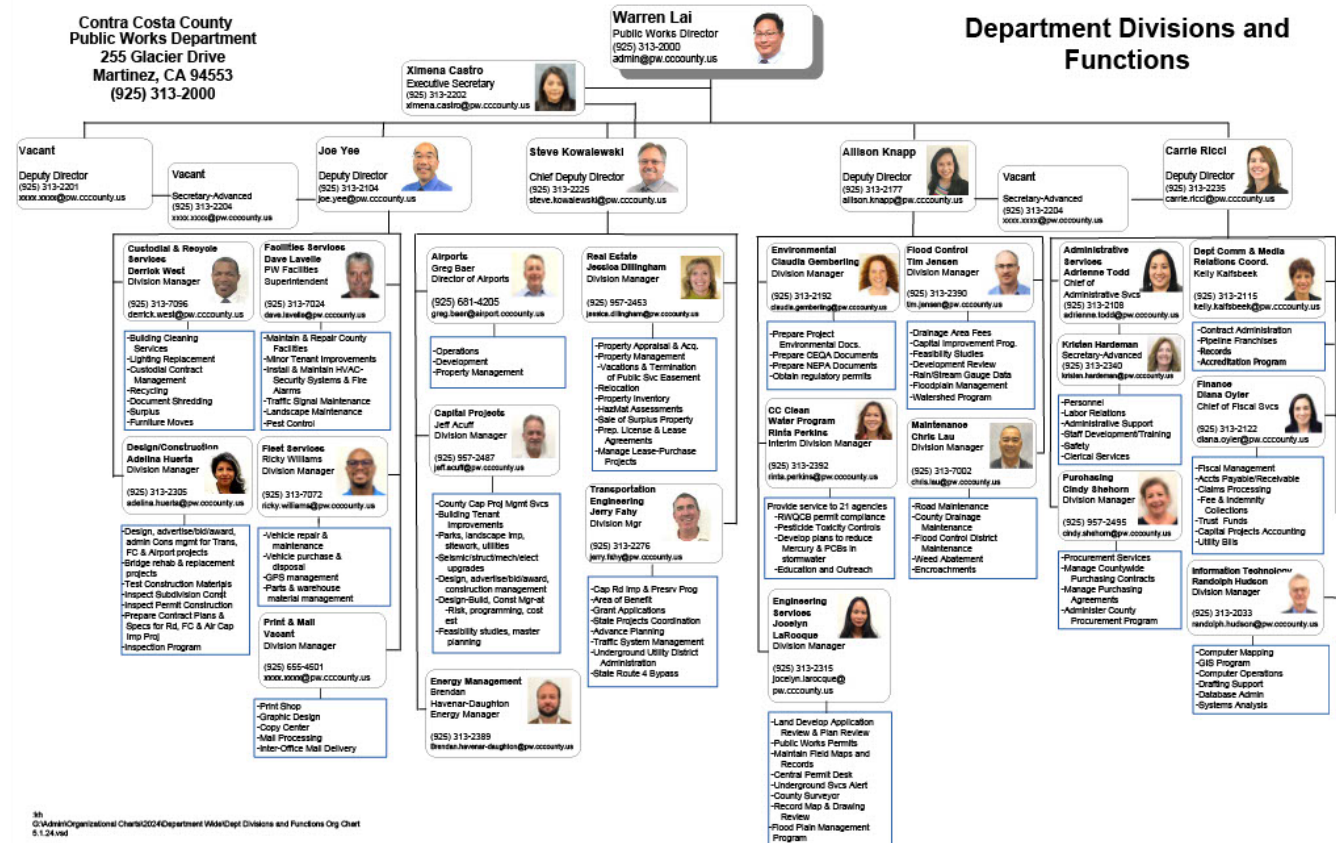
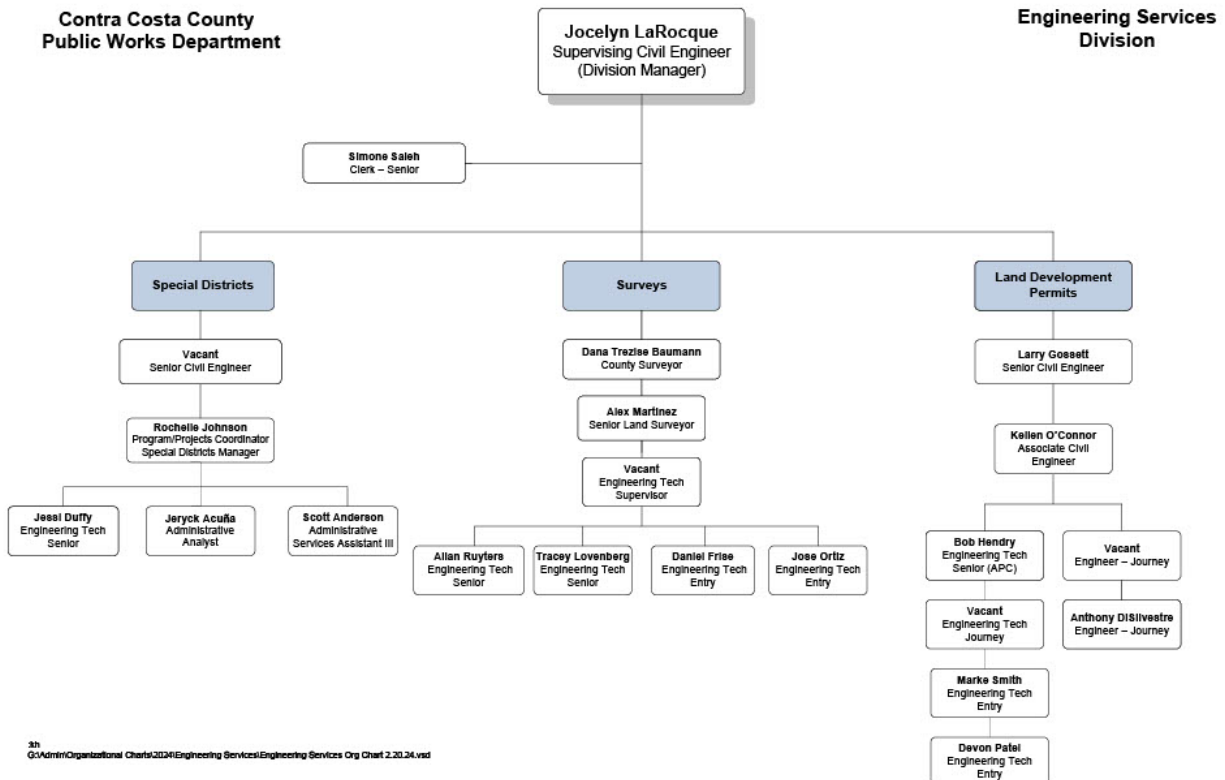


Figure 2-3: Contra Costa County Public Works Engineering Services Division Organizational Chart





The Contra Costa County Public Works Engineering Services Division consists of three distinct functional units: Land Development, Surveys, and Special Districts.<sup>15</sup> Land Development staff review and recommend needed public works improvements for developments, issue encroachment permits and coordinate the County's Floodplain Management Program. Special District staff plan and administer the County's park and recreation programs, manage street lighting for county maintained street lights, roadside landscaping within assessment district boundaries, and one water district. Surveys staff perform land surveys, survey monument preservation, right of way engineering, and map checking. According to the 2022 Performance Review, the Engineering Services Division had a budget of \$5,751,350 and had 28 Full Time Equivalent (FTE) staff.

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<sup>15</sup> <https://www.contracosta.ca.gov/798/Performance-Report-by-Department>

### 2.2.1 CSA L-100 Countywide Street Lighting

CSA L-100 provides street lighting services to most of Contra Costa County's developed unincorporated areas. The County required developing properties to annex to CSA L-100 until 2010 at which time new light infrastructure will be assigned to Community Facilities District (CFD) 2010-1. The CSA boundary includes 70 percent of unincorporated parcels.

The CSA is financed by property taxes allocated to it by portions of its boundary area and by service charges paid by all parcels in its bounds (about \$15 for a single-family home). Due to a reportedly inadequate funding level and to the plethora of annexation activity (11 annexations in an average year), the County formed a CFD and now annexes development to the CFD rather than the CSA which does not require LAFCO's approval. A typical single-family home in the CFD pays \$64 in annual service charges.

The CSA's annual revenues of \$1.4 million are spent on utility costs and repair and maintenance of County-owned street lights. The county has had street lights evaluated and is currently replacing street lights (which have an average life expectancy of 50 years) affected by age and adverse climate. It is unclear if CSA funds are adequate for capital needs. LAFCO may wish to encourage the CSA to develop a basic capital replacement plan. The CSA has accumulated a \$5.1 million fund balance. The CSA reported that a potential use for the CSA's reserves is to buy out PG&E street lights in the event that is needed.

**Figure 2-4a: CSA L-100 Countywide Lights Boundary and SOI**

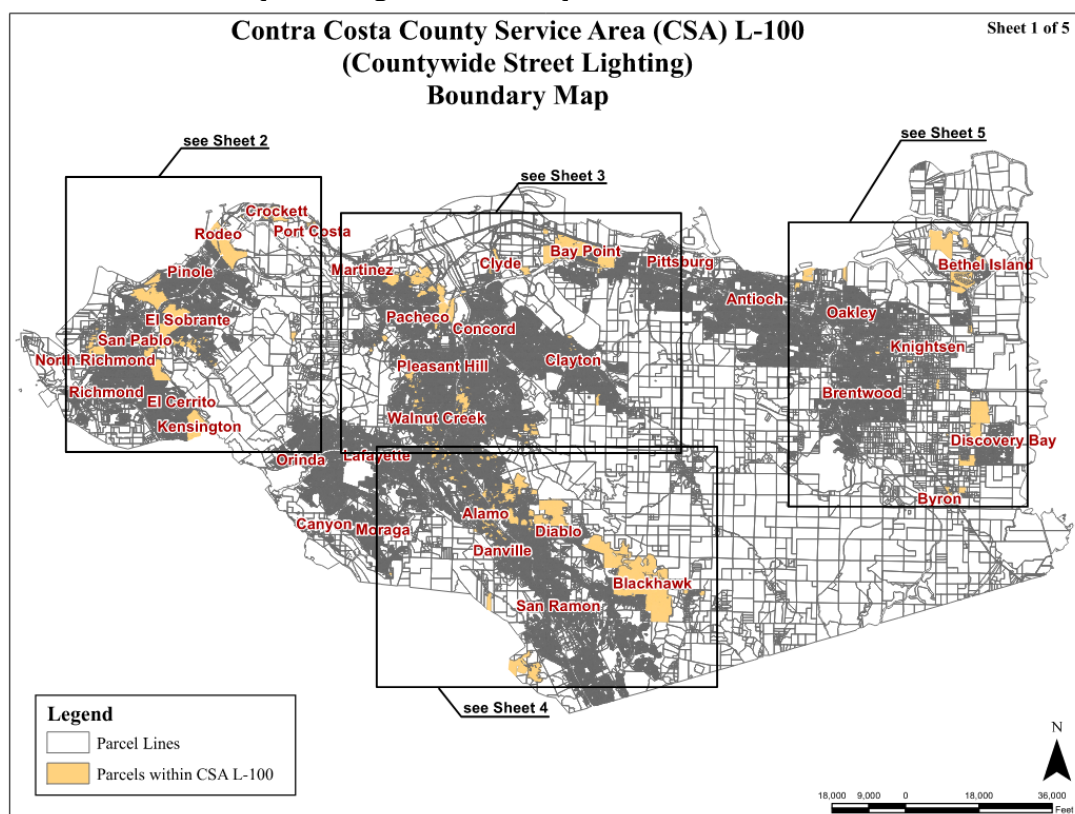


Figure 2-4b: CSA L-100 Countywide Lights Boundary and SOI (West)

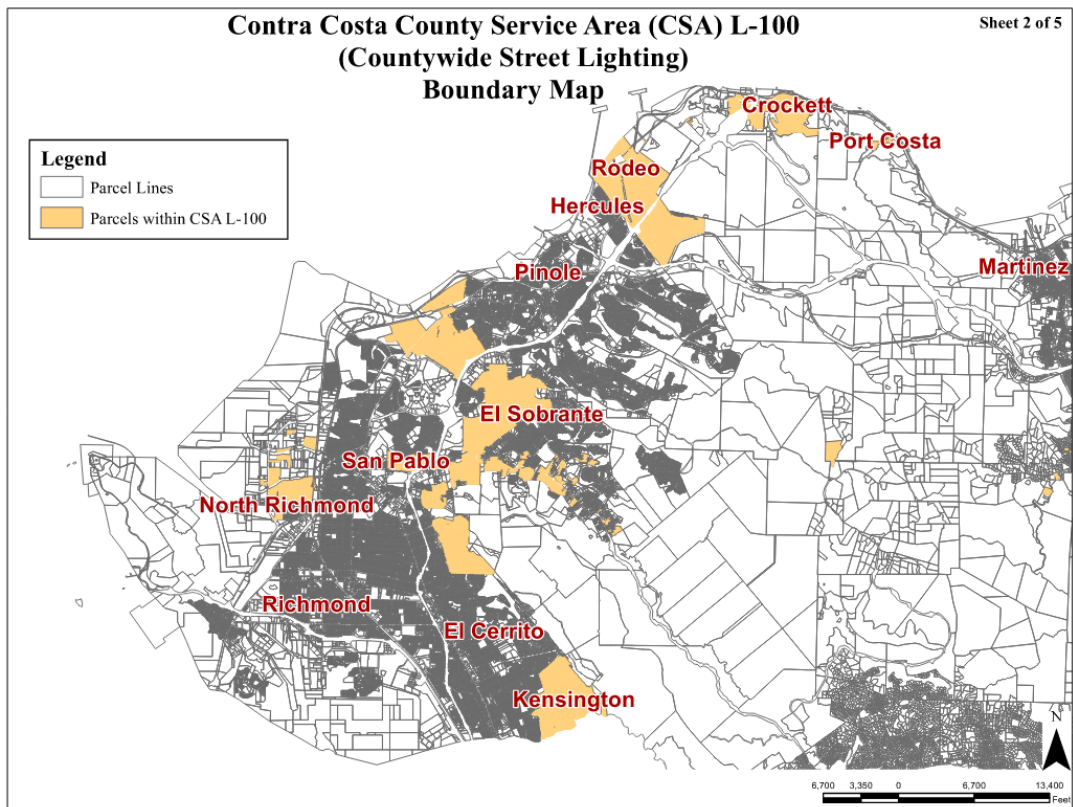


Figure 2-4c: CSA L-100 Countywide Lights Boundary and SOI (Central)

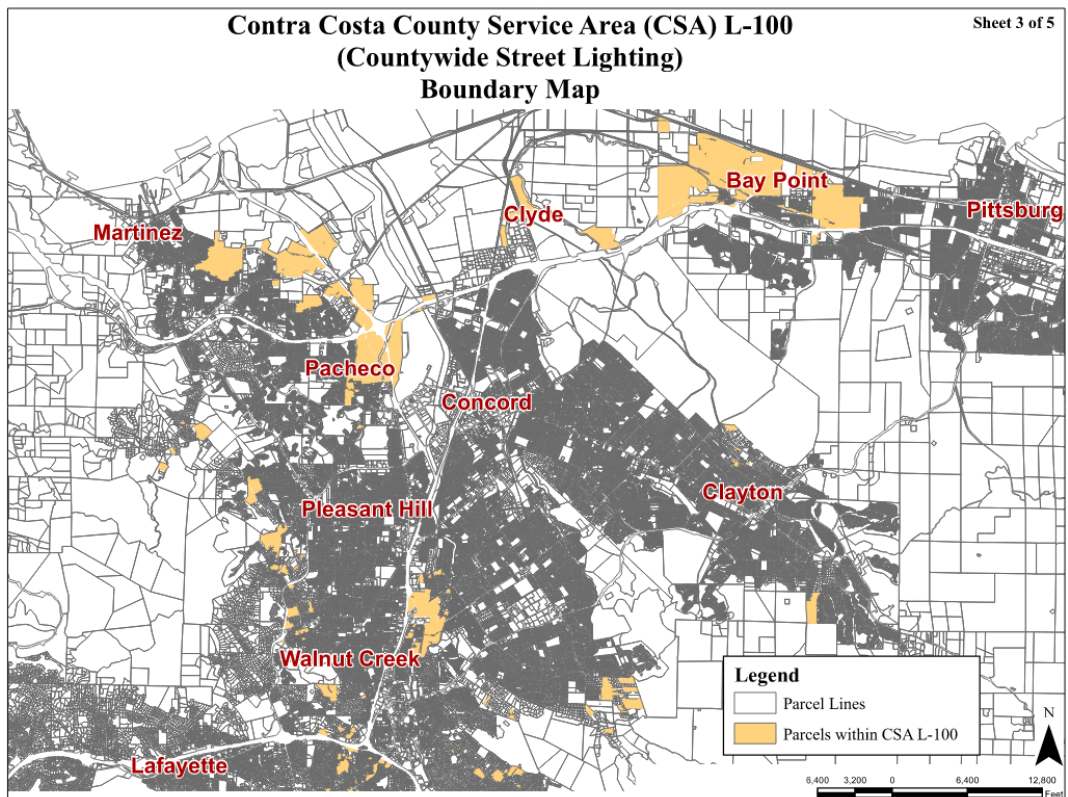


Figure 2-4d: CSA L-100 Countywide Lights Boundary and SOI (Danville-San Ramon Valley)

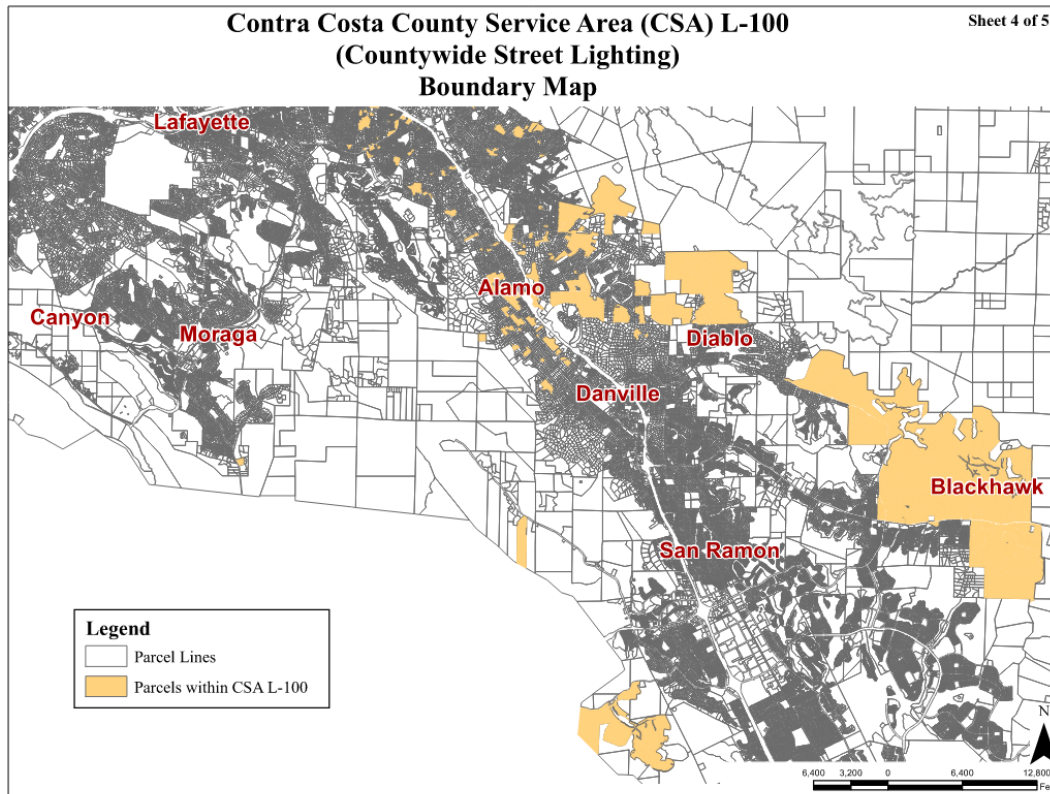
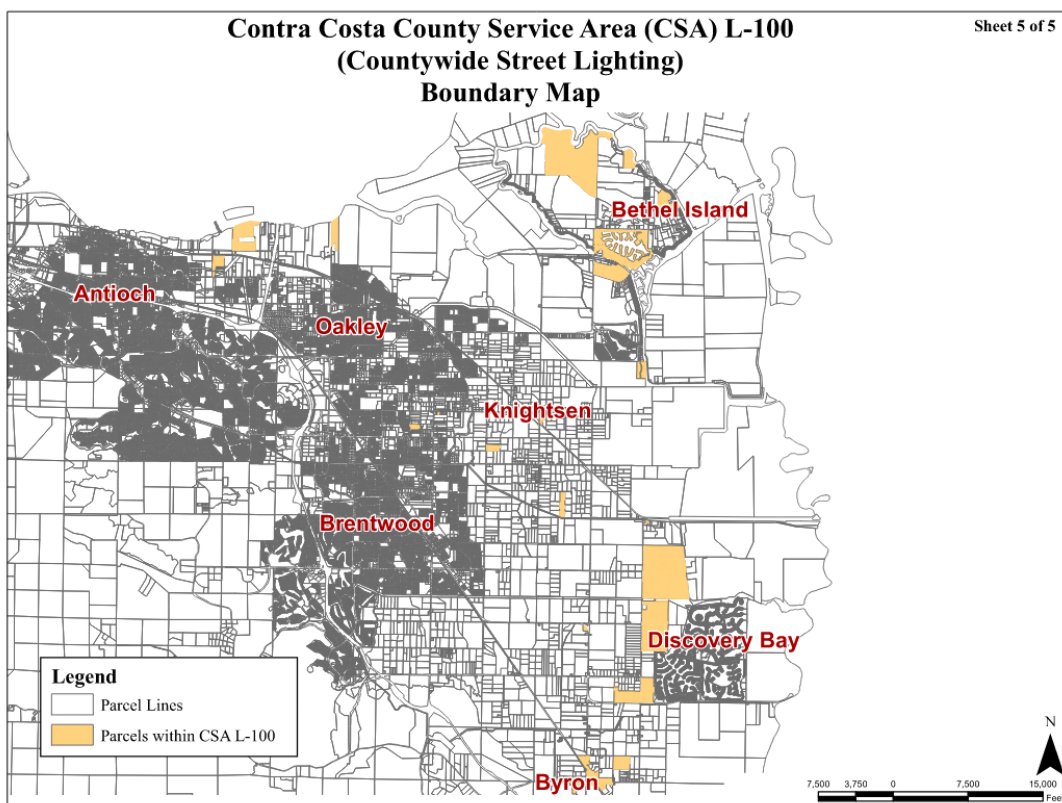


Figure 2-4e: CSA L-100 Countywide Lights Boundary and SOI (East)





**Table 2-6: CSA L-100 Agency Overview**

<b>Formation</b>	
Agency Name	CSA L-100 Countywide Streetlighting
Formation Date	September 10, 1986
Principal Act	California GC §25210 et seq.
<b>Governance</b>	
Governing Body	Contra Costa County BOS
Board Meetings	Meetings are held on most Tuesdays at 9:00 a.m. Public meetings are at the County Administration Building located at 1025 Escobar Street Martinez, CA 94553.
Staffing	Contra Costa County Public Works
<b>Services</b>	
Services Provided	CSA L-100 provides street lighting services, including installation, maintenance and operation of streetlights, while improving lighting infrastructure.
Areas Served	CSA L-100 provides street lighting in various unincorporated areas throughout Contra Costa County including Crockett, Rodeo, El Sobrante, North Richmond, Kensington, Mt. View, Vine Hill, Pacheco, Contra Costa Centre, North Gate, San Miguel, Alamo, Blackhawk, Camino Tassajara, Clyde, Bay Point, Bethel Island, and Discovery Bay.

### Mission Statement

*“Public Works employees deliver cost effective, safe, reliable and sustainable projects, programs and quality services with a focus on our communities and provide support services that are competitive, attentive, responsive, efficient and safe to enable County Departments to provide high quality services to the public.”<sup>16</sup>*

### Formation

CSA L-100 was formed on September 10, 1986, by consolidating four existing street-lighting CSAs into a single dependent special district of Contra Costa County<sup>17</sup>. The consolidation aimed to enhance efficiency and cost-effectiveness of street lighting services across unincorporated areas of the county, underpinned by a unified management and a standardized service charge structure. This action followed the BOS' directive on October 31, 1978, to develop an alternative funding mechanism to ad valorem property taxes, leading to the adoption of Ordinance No. 79-42 on March 27, 1979, which established the levy of a street lighting charge in accordance with CSA Law, GC §25210.1 et seq.

### Boundary & Sphere

At the time of formation in 1986, the CSA was the successor to former lighting CSAs L-32 (Kensington), L-42 (Central County), L-43 (East County), and L-46 (West County). The following year, the County proposed, and LAFCO approved, consolidation of CSAs M-3, M-7, M-12, M-13, M-14, M-21, and M-22 into CSA L-100, and transfer of street lighting service responsibility from CSAs M-16, M-20 and M-23 into CSA L-100. Over the years, there have been 273 annexations to CSA L-100, according to BOE records. Territory annexed to CSA L-100 was typically in conjunction with a development proposal or building permit that required the property owner to annex to CSA L-100. Annexations to CSA L-100 ceased in 2010 when the County BOS formed a new street light financing district, Community Facilities District 2010-1, to serve

<sup>16</sup> <https://www.contracosta.ca.gov/236/Mission-Vision-Values>

<sup>17</sup> CSA L-100 Annual Report

territory in subsequent development proposals.

The CSA L-100 boundary area is approximately 18,696 acres, or 29.2 square miles. The adopted SOI for CSA L-100 was established in 1986 (before the urban limit line was adopted) to “automatically self-adjust to remain coterminous with SOI boundaries of agencies that provide sewage disposal service, excepting territory within city boundaries.” The rationales for this SOI were that urban conditions that warrant sewage disposal also justify street lighting, that sewer SOIs are adjusted after thorough review, that the SOI is substantially similar to the combined SOIs of the street lighting CSAs that were consolidated to form CSA L-100, and that continually duplicating the SOI process for street lighting CSAs would be a “wasteful exercise in redundancy.” The SOI was last updated formally in 2013.

## Population

The total population served is 178,527.<sup>18</sup> This is a Countywide CSA with growth and population increase in line with the overall County trends.

## Services Overview

L-100 provides the following services within the current service boundary:

- Street lighting maintenance services
- Coordination for repair and replacement of street lights
- Management of street light outage reports
- Utility cost payments for street lighting
- Improvement of street lighting infrastructure
- Financing

CSA L-100 ensures streetlights within its service area are operational, safe and effective. Services provided by the District include routine maintenance and prompt attention to street light outages, which are managed through a coordinated effort between CSA staff, Contra Costa County Public Works’ Signal Shop and PG&E<sup>19</sup>. The CSA staff are responsible for routing calls related to street light issues, while actual maintenance and repair services are provided by County General Services staff for county-owned lights and by PG&E staff for PG&E owned lights.

The CSA’s responsibilities also extend to the improvement of the street lighting infrastructure as well as the installation or construction of necessary enhancements for current streetlights. The scope of improvement efforts encompasses a wide range of activities, such as grading, clearing, debris removal, installation or construction of infrastructure supportive of street lighting, including curbs, gutters, walls, sidewalks, paving, and essential water, irrigation, drainage, and electrical facilities<sup>20</sup>.

In addition to these operational responsibilities, CSA L-100 manages the financial aspect of street lighting by covering the utility costs associated with the service, ensuring that the public spaces remain illuminated without interruption.

## Infrastructure

Standard street lights typically consist of a 30-foot pole, a base plate, wiring, a luminaire arm, and a luminaire, or lamp. The wattage of these lamps varies depending on their location, ranging from 70 watts in residential areas, 100 watts at intersections, collector roads, and industrial zones, to 150 watts on arterial roads, and up to 200 watts on major roads and at traffic signal locations. The District has focused on traditional lighting systems with LED (Light-Emitting Diode) technology. LEDs not only offer improved lighting quality but also significantly reduce energy consumption and maintenance costs and longevity

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<sup>18</sup> Contra Costa LAFCO 2020 Census and DCD Analysis (Block Calc Method)

<sup>19</sup> 2013 Contra Costa Miscellaneous CSA MSR

<sup>20</sup> Per L-100 Information request response

of street lighting infrastructure across Contra Costa County.

There are approximately 2,205 County-owned street lights. The CSA pays for utility costs for PG&E-owned street lights, of which there are approximately 3,065 with a known location and 1,600 others without a known location in the CSA's street light GIS inventory. There are also other street lights within the unincorporated areas as well: 686 lights are maintained by Discovery Bay Community Services District (DBCSD) and 38 lights maintained by Crockett CSD (CCSD). There are also 644 street lights in Bay Point, Alamo, Rodeo, North Richmond and various other locations. There are additional street lights not counted in the CSA's GIS inventory that are on private roads or are being maintained directly by homeowners associations or gated communities.

### **Governing Body & Advisory Committees**

The CSA L-100 governing body is the Contra Costa County BOS, as is common for dependent special districts in California, where county governance provides oversight. This structure is supported by practices outlined in the California GC §25210.1 et seq., which details the provisions for CSAs, including governance, formation, and powers. In this capacity, the County BOS oversees financial and operational policies, budget approvals, assessments, and the prioritization of projects within CSA L-100's jurisdiction.

CSA L-100 does not have an Advisory Committee.

### **Management & Staffing**

Under Contra Costa County's jurisdiction, operations are closely integrated with county governance. The CSA does not directly employ staff for day-to-day operations or maintenance activities; instead, it relies on the county's resources and departments to manage the services it finances. This structure allows CSA L-100 to leverage the expertise and infrastructure of the county to fulfill its mission without the need for a separate administrative or operational workforce. The oversight and strategic direction for CSA L-100 are provided by the County BOS, acting as the governing body, which ensures that the district's objectives align with broader county priorities and regulations. These CSAs are managed by the Contra Costa County Public Works Department whose staff perform budget, assessment update, and service delivery or oversight functions.

### **Accountability & Capacity to Provide Services & Capital Needs**

The Contra Costa County BOS also holds governance and operational responsibilities for CSA L-100, which is tasked with providing countywide street lighting services. The Board ensures financial accountability by conducting regular audits and performance evaluations. CSA L-100's operational efficiency appears to be supported through routine maintenance checks and implementation of energy-efficient technologies. The CSA prioritizes safety and security through its streetlighting services, focusing on both residential and commercial areas to enhance visibility and reduce potential hazards during nighttime.

### **Infrastructure Needs**

In recent years, the County has made significant strides in upgrading its street lighting infrastructure, notably completing the transition of County-owned streetlights to energy-efficient light-emitting diode (LED) technology by late 2015. Building on this momentum, CSA L-100 launched the Streetlight Pole Replacement Program in FY 2022-23 to tackle the challenges posed by aging infrastructure<sup>21</sup>. This ongoing initiative aims to identify, assess, and replace outdated, damaged, or structurally compromised streetlight poles, enhancing the safety and reliability of street lighting throughout the county. With projects already underway, such as the replacement of streetlight poles and pull boxes along Cummings Highway and Crockett Boulevard in Crockett, and plans for significant updates in the Alamo Creek area, CSA L-100 is

<sup>21</sup> CSA L-100 Countywide Street Lighting Final Annual Report FY 2023-24

committed to maintaining and improving its street lighting assets. This commitment is further supported by an active Asset Management System, which facilitates comprehensive management of streetlight assets, from accounting and inspection to repairs, ensuring CSA L-100's long-term financial stability and service efficiency.

### Shared Facilities & Cooperation

CSA L-100 works in coordination with PG&E to service light infrastructure. County staff are currently working through an inventory of streetlights with PG&E to determine infrastructure ownership.

### Financing & Budget

CSA L-100 employs an apportionment methodology that aligns with Proposition 218 known as the "Right to Vote On Taxes Act," ensuring that only properties directly benefiting from street lighting services are levied. The service charges are not taxes but are considered assessments, specifically designed to fund the operation, maintenance, and necessary capital replacements. CSA L-100's service charges are meticulously apportioned to ensure that costs are borne only by properties that receive a direct advantage from the district's services. This is in line with Proposition 218's mandate that only special benefits are assessable. The improvements funded by these charges, such as operation, maintenance, and capital replacement, provide exclusive benefits to parcels within CSA L-100 without extending beyond its boundaries.

The service charges for CSA L-100 are calculated using the Equivalent Dwelling Unit (EDU) factor, which measures the degree of benefit relative to single-family residential parcels, designated as one EDU (1.00 EDU). This structured approach results in an equitable distribution of costs across various property types. Service charges for the FY 2023-24 are as follows:

**Table 2-7: CSA L-100 Countywide Streetlighting FY 2023-24 Fee Schedule**

Land use	Number of Units	Number of EDUs	FY 2023-24 Charge per EDU	FY 2023-24 Charge
Single Family	1.00	1.00	\$14.94	\$14.94
Condominiums	1.00	0.50	\$14.94	\$7.47
10 unit Apartment	10.00	5.00	\$14.94	\$74.70
30 unit Apartment	30.00	7.00	\$14.94	\$104.58
Commercial	N/A	5.00	\$14.94	\$74.70
Industrial Building	N/A	5.00	\$14.94	\$74.70
Church	N/A	5.00	\$14.94	\$74.70
Vacant Land	N/A	0.50	\$14.94	\$7.47

Source: CSA L-100 Countywide Street Lighting Final Annual Report FY 2023-24

The budget in the following table indicates that the annual budgets adopted by the BOS for the CSA routinely allocates several million dollars more than what is used by the CSA in its actual budget. There is a number of reasons for this including delayed projects due to COVID, limited staff to complete budgeted projects, staffing changes, and storage capacity at the County, etc. The County implemented in FY 2022-23 a four year cycle as part of the Streetlight Pole Replacement Program to check every streetlight for defects and identify inventory that needs replacement. Prior to this, they partnered with a consultant to develop a strategy for monitoring and replacing streetlight infrastructure - an uncommon practice that required them to learn the process as they went.

While the County and their consultant were establishing protocols for the Streetlight Pole Replacement Program, the CSA L-100 fund continued to grow. However, the fund is anticipated to be depleted once the streetlight replacement phase of the Streetlight Pole Replacement Program is implemented. The



invoice for current stock is \$112,000 just for devices not including installation. The current stock of streetlights took 18 months to arrive due to COVID and related shipping delays. The County only has storage capacity to receive and install 100 streetlight units at a time and 500 units are anticipated to arrive and be processed by the County in the coming year. Depending on the status of CSA-20's fund as streetlight replacements are implemented, the Streetlight Pole Replacement Program schedule may be adjusted to meet funding and ensure the CSA continues to meet its mission.

**Table 2-8: CSA L-100 Countywide Streetlighting 2020-23 Budgets**

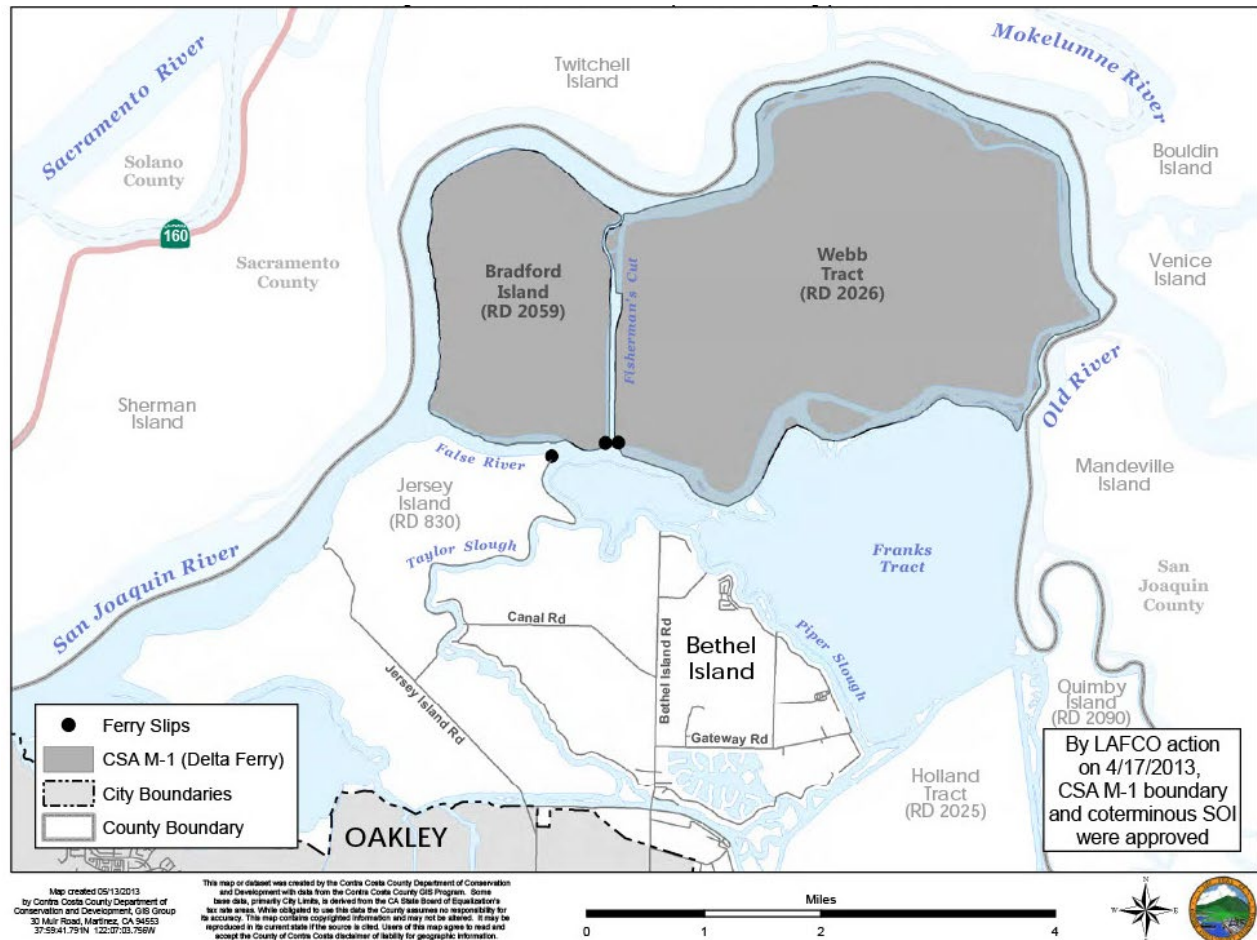
Fund	Dept.	Expense/ Revenue	FY 2020-21 Budgeted	FY 2020-21 Actual	FY 2021-22 Budgeted	FY 2021-22 Actual	FY 2022-23 Budgeted
240100	7394	<b>CSA L-100</b>					
		Services & Supplies	\$7,422,137	\$828,278	\$8,077,365	\$792,523	\$8,623,689
		Other Charges	\$410,600	\$171,165	\$307,500	\$257,428	\$370,500
		Expenditure Transfers	\$476,000	\$528,285	\$501,000	\$320,475	\$568,000
		<b>Total Expenditures</b>	<b>\$8,308,737</b>	<b>\$1,527,727</b>	<b>\$8,885,865</b>	<b>\$1,370,426</b>	<b>\$9,562,189</b>
		Taxes Current Property	\$1,055,000	\$1,227,565	\$1,115,000	\$1,302,798	\$1,200,000
		Taxes Other Than Cur Prop	(\$5,000)	(\$1,765)	(\$5,000)	(\$4,572)	(\$5,000)
		Use Of Money & Property	\$185,000	\$3,833	\$6,000	\$16,535	\$20,000
		Intergovernmental Revenue	\$7,130	\$7,235	\$7,645	\$7,249	\$8,145
		Charges for Services	\$615,388	\$615,449	\$615,388	\$615,240	\$615,388
		Miscellaneous Revenue	\$0	\$361,023	\$10,000	\$0	\$20,000
		<b>Total Revenues</b>	<b>\$1,857,518</b>	<b>\$2,213,340</b>	<b>\$1,749,033</b>	<b>\$1,937,250</b>	<b>\$1,858,533</b>
		Fund Balance	(\$6,451,219)	\$685,613	(\$7,136,832)	\$566,824	(\$7,703,656)

Source: County Special Districts/Other Agencies Budget- Non Enterprise Sources / Uses by Unit

### 2.2.2 CSA M-1 - Delta Ferry

CSA M-1 provides financing for the Delta Ferry Authority (DFA) to defray a portion of its costs for ferry service to unincorporated Bradford Island and Webb Tract. DFA is a joint powers authority whose members are the County and Reclamation Districts Nos. 2026 (Webb Tract) and 2059 (Bradford Island). There is no road access from the mainland to the vacation homes on Bradford Island or the agricultural operations on Webb Tract. The CSA's revenues are generated by a combination of property taxes, reclamation district contributions, and ferry ridership fares. The CSA's annual revenues were about \$74,456 in FY 2022-23.

**Figure 2-5: CSA M-1 - Delta Ferry Boundary and SOI**



**Table 2-9: CSA M-1 Agency Overview**

<b>Formation</b>	
Agency Name	CSA M-1 Delta Ferry
Formation Date	January 5, 1960
Principal Act	California GC §25210 et seq.
<b>Governance</b>	
Governing Body	Contra Costa County BOS
Board Meetings	Meetings are held on most Tuesdays at 9:00 a.m., Public meetings are at the County Administration Building located at 1025 Escobar Street Martinez, CA 94553
Staffing	Delta Ferry Authority Charter Staff
<b>Services</b>	
Services Provided	CSA M-1 Delta Ferry provides finances to the DFA to defray a portion of its costs for ferry services
Areas Served	CSA M-1 Delta Ferry serves unincorporated Bradford Island and Webb Tract.

**Mission Statement:**

*“Our mission is to manage and maintain levees and drainage to become the “model island” to which the Delta looks for solutions” - Reclamation District #2059 Bradford Island*

No known mission statement for Reclamation District #2026 or the Delta Ferry Authority.

**Formation**

CSA M-1 was formed on January 5, 1960, as a dependent special district of the County. The CSA was formed (pre-LAFCO) to “provide and furnish ferry boat services and facilities therein” to Bradford Island and Webb Tract. Shortly after the CSA was formed, the County entered into a Joint Powers Agreement (JPA) with Reclamation Districts Nos. 2026 (Webb Tract) and 2059 (Bradford Island). The JPA established the DFA to provide ferry services and related docking facilities. In 1987, the County extended the JPA agreement and turned over direct operation of the ferry to the reclamation districts.

**Boundary & Sphere**

The boundary area of the CSA is approximately 8,678 acres (or 13.6 square miles). The CSA bounds consist of two non-contiguous (but adjacent) sections – one is composed of Bradford Island and the other is composed of Webb Tract and small adjacent islands and shoals, as shown in Figure 2-4. The CSA is located entirely within Contra Costa County and serves an area located outside the urban limit line. Since formation, there have been no changes to the CSA boundary, according to BOE and LAFCO records.

The SOI for CSA M-1 is coterminous with the boundary of the CSA and was last updated in 2013.

**Population**

M-1 has a population of 36.<sup>22</sup>

<sup>22</sup> Contra Costa LAFCO 2020 Census and DCD Analysis (Block Calc Method)

Services Overview

CSA M-1 provides financing for the Delta Ferry Authority (DFA) to offset ferry service costs to unincorporated Bradford Island and Webb Tract. There is no road access from the mainland to the vacation homes on Bradford Island or the agricultural operations on Webb Tract.

Infrastructure

DFA capital assets are its ferry vessel the Victory II, a tender (boat that transports captain and crew), and three ferry landings (one on Bradford Island, Webb Tract, and Jersey Island).

Government Structure & Advisory Committees

The CSA M-1 governing body is the Contra Costa County BOS, as is common for dependent special districts in California, where county governance provides oversight. This structure is supported by practices outlined in the California GC §25210.1 et seq., which details the provisions for CSAs, including governance, formation, and powers. In this capacity, the Board oversees financial and operational policies, budget approvals, assessments, and the prioritization of projects within CSA M-1's jurisdiction. In addition, the District has two “managing board members” and a General Supervisor.

CSA M-1 has no Advisory Committee.

Management & Staffing

Contra Costa County does not manage, operate, or maintain the Delta Ferry. The County receives and passes through tax revenues for the operation. A JPA was formed in 1987 between RD 2026 and RD 2059 to operate the ferry for limited public transportation between the two islands. Under the terms of the JPA, each district must approve the annual budget for the Delta Ferry Authority (DFA) and make contributions to the JPA as agreed upon by both parties. The oversight and strategic direction for CSA M-1 are provided by the County BOS, acting as the governing body, which ensures that the district's objectives align with broader county priorities and regulations. However, CSA M-1 is managed by the DFA's Board of Directors who are appointed from RD 2026 (Webb) and RD 2059 (Bradford). The current CSA Coordinator is Russell Ryan. The DFA Charter includes consultants and staff as detailed in the table below. The Ferry also has two ferry captains and several deckhands who assist during runs.

Table 2-10: Delta Ferry Authority Charter Consultants and Staff <sup>23</sup>

Name	Title
Russell Ryan	DFA Manager
Pamela Forbus	Legal Counsel
Angelia Tant	Administrator
Angela Carter	Accountant
Bruce Kitchens	Port Captain

Accountability & Capacity to Provide Services & Capital Needs

The Contra Costa County BOS has governance responsibilities for CSA M-1. There is also a DFA Charter that operates CSA M-1 assets. There is a Ferry Representative for the DFA that specifically communicates issues with the Ferry at DFA meetings. The current Ferry Representative is President Robert Davies.<sup>24</sup> President Davies attends ferry district meetings and reports back to the Board of Trustees or a backup person attends if he is not available.

<sup>23</sup> <https://bradfordisland.com/wp-content/uploads/2023/02/Ferry-Information-Guide-updated-02-10-2023.pdf>

<sup>24</sup> <https://bradfordisland.com/wp-content/uploads/2023/02/Ferry-Information-Guide-updated-02-10-2023.pdf>

Infrastructure Needs

CSA M-1’s ferry vessel, *Victory II*, was originally built in 1947. Although it underwent repowering in 2016 (with the installation of new engines, replacement of electrical, and new props), the DFA discussed ferry and ramp up repairs as recently as May 2024.<sup>25</sup>

Shared Facilities & Cooperation

No current shared facilities or coordination with other entities were identified for this Municipal Service Review.

Financing & Budget

The County receives and passes through property tax revenues for the operation of CSA M-1. Under the terms of the JPA for the Delta Ferry, RD 2026 and RD 2059 must approve the annual budget for the Delta Ferry Authority and make contributions to the JPA as agreed upon by both parties. To further fund the ferry’s operation and maintenance, riders are charged a round-trip ferry toll.

Prior to 2022, landowners were able to ride the ferry free. In August 2022, the Proposition 218 Operations and Maintenance Tax did not pass for Bradford Island landowners. In response, the Bradford Reclamation District 2059 had a Board meeting on December 6, 2022, in which ferry tolls were temporarily increased for everyone including landowners. The new tolls were put into effect January 6, 2023. The tolls are temporary until Bradford Island landowners either pass a new Proposition 218 or funding from another source is identified to fund the ferry and the operations and maintenance of Bradford Island. The number of ticket sales for riders varies annually.

Table 2-11: CSA M-1 Delta Ferry Toll Schedule

Axles/Mode of Transportation	2021-22 Toll	2023-24 Toll
Walk-on, Motorized Bike, Skateboard, and any other type of rideable elements	\$7.75	\$7.75
2 axles (includes motorcycles)	\$7.75	\$15.50
3 axles	\$15.50	\$31.00
4 axles	\$31.00	\$46.50
5 axles	\$31.00	\$62.00

Source: Bradford Island Ferry Information Brochure 2022 and 2023

In addition to regular ferry tolls, ferry services are provided “after hours” (which is defined as any morning, evening, or between run services not included in the normal schedule of the ferry) at a higher rate. For landowner’s the fee is \$250 per hour and for non-landowners it’s \$500 an hour, billable in half hour increments for a minimum of four hours. These fees did not change along with the temporary tolls in January 2023.

CSA M-1 is one of several funding mechanisms for the Delta Ferry. As shown in the following table, funding for the ferry is minimally adequate without repairs to assets. When there were no unexpected repairs in FY 2021-22, revenue exceeded expenditures, but only by \$1,549. There was a deficit of \$25,619 in FY 2020-2021 followed by a deficit in FY 2022-2023 of \$6,245 due to unexpected dock and ferry repairs. The ferry costs an estimated \$112,500 per year with no repairs (\$9,000 per month payable to the Delta Ferry Authority (DFA) and an additional \$4,500 per year for accounting from each Reclamation District in the JPA).

<sup>25</sup> <https://bradfordisland.com/wp-content/uploads/2024/05/May-23-2024-Delta-Ferry-Authority-Meeting.pdf>

**Table 2-12: CSA M-1 Delta Ferry 2020-23 Budgets**

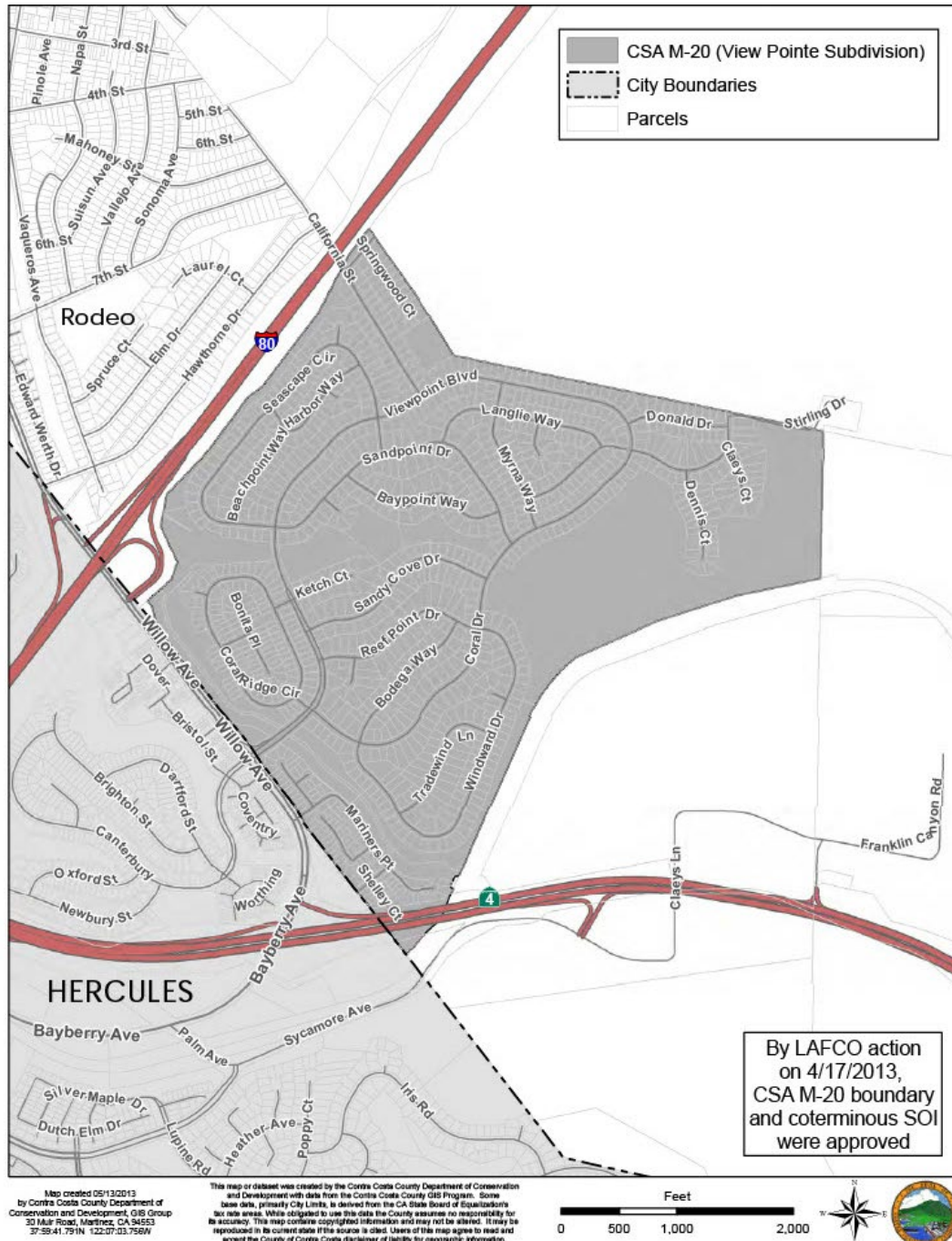
Fund	Dept.	Expense/ Revenue	FY 2020-21 Budgeted	FY 2020-21 Actual	FY 2021-22 Budgeted	FY 2021-22 Actual	FY 2022-23 Budgeted
249200	7470	<b>CSA M-1</b>					
		Services & Supplies	\$31,816	\$175	\$6,196	\$175	\$7,695
		Other Charges	\$62,500	\$91,498	\$65,500	\$68,994	\$73,550
		<b>Total Expenditures</b>	\$94,316	\$91,673	\$71,696	\$69,169	\$81,245
		Taxes Current Property	\$64,100	\$65,786	\$67,100	\$70,584	\$75,100
		Taxes Other than Cur Prop	(-\$100)	(-\$89)	(-\$100)	(-\$228)	(-\$100)
		Intergovernmental Revenue	\$0	\$357	\$0	\$362	\$0
		<b>Total Revenues</b>	\$64,000	\$66,053	\$67,000	\$70,718	\$75,000
		Fund Balance	(-\$30,316)	(-\$25,620)	(-\$4,696)	\$1,549	(-\$6,245)

Source: County Special Districts/Other Agencies Budget- Non Enterprise Sources / Uses by Unit

### 2.2.3 CSA M-20 - Parkway Tree Maintenance

CSA M-20 provides parkway tree maintenance services to the View Pointe Subdivision in unincorporated Rodeo. Specifically, the CSA funds weekly tree trimming services along the north side of Willow Avenue. Trees have been removed from the area and replaced with pavement due to maintenance issues from falling pine needles. Funded by property taxes, the CSA's annual revenues are approximately \$5,000 which is insufficient for replacement of removed trees and irrigation infrastructure.

**Figure 2-6: CSA M-20 - Parkway Tree Maintenance Boundary and SOI**





**Table 2-13: CSA M-20 Agency Overview**

<b>Formation</b>	
Agency Name	CSA M-20 Parkway Tree Maintenance
Formation Date	April 8, 1973
Principal Act	California GC §25210 et seq.
<b>Governance</b>	
Governing Body	Contra Costa County BOS
Board Meetings	Meetings are held on most Tuesdays at 9:00 a.m., Public meetings are at the County Administration Building located at 1025 Escobar Street Martinez, CA 94553
Staffing	Contra Costa County Public Works
<b>Services</b>	
Services Provided	CSA M-20 Parkway Tree Maintenance services
Areas Served	CSA M-20 Parkway Tree Maintenance serves the View Pointe Subdivision in unincorporated Rodeo.

### Mission Statement

*“Public Works employees deliver cost effective, safe, reliable and sustainable projects, programs and quality services with a focus on our communities and provide support services that are competitive, attentive, responsive, efficient and safe to enable County Departments to provide high quality services to the public.”<sup>26</sup>*

### Formation

CSA M-20 was formed on April 8, 1973 as a dependent special district of the County.<sup>27</sup> Its stated purpose was to provide street lighting, street sweeping and parkway maintenance services to the View Pointe subdivision. At the time of formation, the subdivision was being developed. The homes there were built between 1973 and 1978.

### Boundary & SOI

The boundary area of the CSA is approximately 381 acres (or 0.6 square miles).

### Population

M-20 serves a population of 3,675.<sup>28</sup>

### Services Overview

CSA M-20 is responsible for vegetation management for a segment of Willow Avenue in Rodeo. A majority of vegetation in this CSA were located along a walking path within the CSA boundary with some additional trees along Willow Avenue and in a corner lot on Willow Avenue. In 2018, it was concluded by staff that the needles from pine trees were causing a nuisance for maintenance and tree roots were causing damage to a walking path. At that time, staff made the determination to remove the cause of the damage, tree roots and associated trees, and repair the walking path. There were not sufficient funds in this assessment to consider replanting for these trees, irrigation infrastructure, and the associated maintenance. There are still trees and landscape to be maintained on Willow Avenue.

<sup>26</sup> <https://www.contracosta.ca.gov/236/Mission-Vision-Values>

<sup>27</sup> Board of Equalization official date.

<sup>28</sup> Contra Costa LAFCO 2020 Census and DCD Analysis (Block Calc Method)



## Infrastructure

Initially, it was determined that CSA M-20 no longer had trees to maintain but after additional communication with County staff that prompted further investigation by the County into the boundary and responsibilities of the CSA, it was determined that CSA M-20 currently has a lot on Willow Avenue with two trash cans and five trees in addition to roadside trees.

## Government Structure & Advisory Committees

The CSA M-20 governing body is the Contra Costa County BOS, as is common for dependent special districts in California, where county governance provides oversight. This structure is supported by practices outlined in the California GC §25210.1 et seq., which details the provisions for CSAs, including governance, formation, and powers. In this capacity, the BOS oversees financial and operational policies, budget approvals, assessments, and the prioritization of projects within CSA M-20's jurisdiction.

CSA M-20 has no Advisory Committee.

## Management & Staffing

Under Contra Costa County's jurisdiction, operations are closely integrated with county governance. The CSA does not directly employ staff for day-to-day operations or maintenance activities; instead, it relies on the county's resources and departments to manage the services it finances. This structure allows CSA M-20 to leverage the expertise and infrastructure of the county to fulfill its mission without the need for a separate administrative or operational workforce. The oversight and strategic direction for CSA M-20 are provided by the County BOS, acting as the governing body, which ensures that the district's objectives align with broader county priorities and regulations. The miscellaneous CSAs are managed by the Contra Costa County Public Works Department whose staff performs budget, assessment update, and service delivery or oversight functions.

## Accountability & Capacity to Provide Services & Capital Needs

The Contra Costa County BOS has governance and operational responsibilities for CSA M-20.

## Infrastructure Needs

CSA M-20 infrastructure currently consists of five trees and two trashcans located in one lot on Willow Avenue in addition to roadside trees. County staff will be examining the lot for installation of passive park features. These may include bench(es), shade, and or community informational signage. Current assessments are used to remove debris from the area within the boundary.

## Shared Facilities & Cooperation

No current shared facilities or coordination with other entities were identified for this Municipal Service Review.

## Financing & Budget

Revenues for CSA M-20 are composed of property taxes. The following table indicates that the annual budgets adopted by the BOS for the CSA routinely allocates several thousand dollars more than what is used by the CSA in its actual budget. This is due to the removal of a majority of the trees serviced by this CSA in 2018. As the CSA M-20 fund at the time was inadequate to replace the trees and their associated maintenance, the fund has continued to grow with less infrastructure to maintain. Communications with Staff revealed that in FYs 2020-22, CSA-20 used the reserve fund to allocate for revenue deficiencies in order to support emergent work to respond to unexpected climate events that were beyond the budget for the CSA, as shown in the miscellaneous revenue rows of Table 2-14.

**Table 2-14: CSA M-20 Parkway Tree Maintenance 2020-23 Budgets**

Fund	Dept.	Expense/ Revenue	FY 2020-21 Budgeted	FY 2020-21 Actual	FY 2021-22 Budgeted	FY 2021-22 Actual	FY 2022-23 Budgeted
249200	7492	<b>CSA M-20</b>					
		Services & Supplies	\$31,933	\$27,496	\$31,847	\$175	\$51,951
		Other Charges	\$4,620	\$722	\$4,620	\$2,262	\$4,620
		Expenditure Transfers	\$7,000	\$1,089	\$9,300	\$2,683	\$9,300
		<b>Total Expenditures</b>	\$43,553	\$29,306	\$45,767	\$5,120	\$65,871
		Taxes Current Property	\$13,000	\$13,676	\$13,466	\$14,358	\$14,500
		Taxes Other than Cur Prop	(-\$37)	(-\$19)	(-\$37)	(-\$48)	(-\$37)
		Intergovernmental Revenue	\$80	\$75	\$80	\$74	\$80
		Miscellaneous Revenue	\$0	\$17,321	\$0	\$9,805	\$0
		<b>Total Revenues</b>	\$13,043	\$31,053	\$13,509	\$24,190	\$14,543
		Fund Balance	\$0*	\$32,258*	\$0*	\$51,328*	\$0*

Source: County Special Districts/Other Agencies Budget- Non Enterprise Sources / Uses by Unit

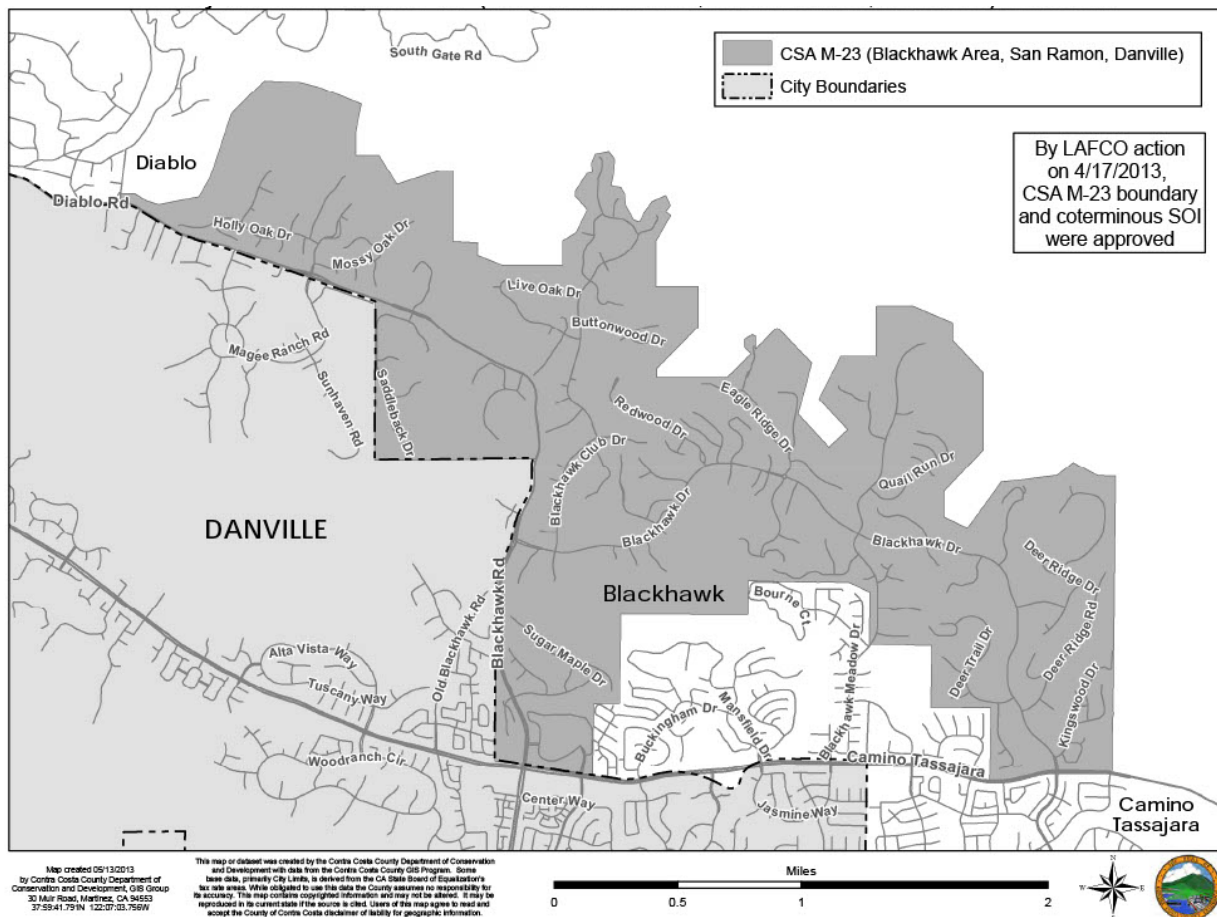
\*from public works staff personal communication: fund balance numbers in "Budgeted" columns 'zero' as 100% of available fund balance is utilized and these balances are separate from existing financial documents on file

### 2.2.4 CSA M-23 - Drainage Maintenance and Geologic Hazard Abatement Service

M-23 provides financing for drainage and geologic hazard abatement services to six gated communities at the base of Mount Diablo in the unincorporated area of Blackhawk. Drainage services are provided by County Public Works staff. M-23 funds Blackhawk Geologic Hazard Abatement District (GHAD) to prevent landslides and other geologic hazard abatement services which are provided by private contractors.

The clay soils and slopes in the area are conducive to landslides after heavy rains. The CSA funds the Blackhawk GHAD to prevent and repair these landslides. The CSA contributes 100 percent of the GHAD's funding. The GHAD is governed by the BOS and managed by a private contractor. Under its current management, the GHAD is implementing a variety of studies and plans and appears to be managed professionally. The CSA-funded GHAD has accumulated enough financial reserves to address extraordinary landslide needs in the event of an El Niño or a very heavy rain.

**Figure 2-7: CSA M-23 - Drainage Maintenance and Geologic Hazard Abatement Service Boundary and SOI**



**Table 2-15: CSA M-23 Agency Overview**

<b>Formation</b>	
Agency Name	CSA M-23 Drainage Maintenance and Geologic Hazard Abatement Service
Formation Date	June 20, 1977
Principal Act	CSA Law, GC §25210 et seq.
<b>Governance</b>	
Governing Body	Contra Costa County BOS
Board Meetings	Meetings are held on most Tuesdays at 9:00 a.m., Public meetings are at the County Administration Building located at 1025 Escobar Street Martinez, CA 94553
Staffing	Contra Costa County Public Works
<b>Services</b>	
Services Provided	The M-23 drainage maintenance and geologic hazard abatement service, covering six gated communities at the base of Mount Diablo (Blackhawk)
Areas Served	Blackhawk, San Ramon and Danville

### **Mission Statement**

*“Prevent, mitigate, abate or control geologic hazards within the District, through: Strict adherence to the District’s governing documents and plan of control Maintaining reliable and useful access to constituents Operating using sound and responsible financial management.”<sup>29</sup>*

### **Formation**

CSA M-23 was formed on June 20, 1977 as a dependent special district of the County. At the time of formation, the CSA’s purpose was to provide maintenance of certain flood control facilities as required by the County in its condition for approval for the 2,800-acre Blackhawk Ranch project, and other services authorized in the formation resolution including parkway maintenance, street lighting, open space maintenance, and parks and recreation services. The CSA was adopted shortly before Proposition 13 capped the property tax rate. The CSA provided only drainage maintenance and street lighting services in its early years.

During the rainy winter of 1982-83, there were landslides in the open space areas of the Blackhawk project. The developer, Blackhawk Corp, studied and repaired the land failures, and sought reimbursement from the County for those costs. In response, the CSA’s powers were expanded in 1986 to include geologic hazard abatement. On the same day, the Blackhawk Geologic Hazard Abatement District (GHAD) was formed, and the County and the Blackhawk GHAD entered into an agreement for the transfer of surplus CSA M-23 revenues to the GHAD.

### **Boundary & Sphere**

CSA M-23 covers 4.34 square miles. The SOI is coterminous with the boundary of the CSA which was last updated in 2013.

## Population

M-23 serves a population of 6,193.<sup>30</sup>

## Services Overview

### *Drainage Control*

CSA M-23's original purpose was to provide maintenance of certain flood control facilities as required by the County in its condition for approval for the 2,800-acre Blackhawk Ranch project. The CSA is responsible for maintaining storm drain pipe systems generally 30 inches or more in diameter, detention, debris and silt basins, man-made channel improvements, and natural channels in the service area except those upstream of the retention basins. The CSA is responsible for maintaining drainage facilities located in easements dedicated to the County, and is not responsible for certain ravines, swales, interceptor ditches or private facilities on private or open space property.

### *Geologic Hazard Abatement Services*

CSA M-23 also funds the Blackhawk GHAD which, in turn, provides geologic hazard abatement services to the CSA. The GHAD's services involve the prevention, mitigation, abatement, or control of actual or threatened landslides. The Blackhawk GHAD maintains ongoing proactive and reactive response capabilities within the district through the implementation of a comprehensive preventive maintenance program that includes monitoring and maintaining several hundred district-wide assets and instrumentation sites, as well as conducting studies and research to utilize new technologies. Major projects involve evaluation and repair of landslides and slope stabilization features, such as structural walls. In heavy rain years, unexpected repairs are necessary to avert or control landslides that threaten property in the CSA.

## Infrastructure

The CSA maintains certain drainage infrastructure but does not directly own those infrastructure, the infrastructure is owned by the County. Typical assets served by Blackhawk GHAD's Preventative Maintenance and Operations Program include concrete lined ditches, sub-drainage systems, groundwater measuring instrumentation, slope inclinometers and moisture gauges, and slope debris catchment features.

## Government Structure & Advisory Committees

The CSA M-23 governing body is the Contra Costa County BOS, as is common for dependent special districts in California, where county governance provides oversight. This structure is supported by practices outlined in the California GC §25210.1 et seq., which details the provisions for CSAs, including governance, formation, and powers. In this capacity, the BOS oversees financial and operational policies, budget approvals, assessments, and the prioritization of projects within CSA M-23's jurisdiction.

CSA M-23 has no Advisory Committee.

## Management & Staffing

Under Contra Costa County's jurisdiction, operations are closely integrated with county governance. The CSA does not directly employ staff for day-to-day operations or maintenance activities; instead, it relies on the county's resources and departments to manage the services it finances. This structure allows CSA M-23 to leverage the expertise and infrastructure of the county to fulfill its mission without the need for a separate administrative or operational workforce. The oversight and strategic direction for CSA M-23 are provided by the County BOS, acting as the governing body, which ensures that the district's objectives

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<sup>30</sup> Contra Costa LAFCO 2020 Census and DCD Analysis (Block Calc Method)

align with broader county priorities and regulations. Many of the miscellaneous CSAs are managed by the Contra Costa County Public Works Department whose staff perform budget, assessment update, and service delivery or oversight functions.

Members of the Contra Costa BOS, acting as an independent Board, serve as the Blackhawk GHAD Board of Directors. The Blackhawk GHAD Plan of Control specifies that the GHAD General Manager will address (at his or her discretion) landslides or potential landslides involving two or more properties with the following exceptions or limitations:

- Landslides contained within a single property.
- Landslides related to structures built within established creek setback areas.
- Landslide damaged or destroyed structures.
- Landslides caused by property owner negligence.
- Landslide repair costs that exceed the protected asset value.
- Landslides located outside GHAD boundaries, with the conditioned exception of those geologic hazards that threaten properties within the GHAD.
- When the limitation of funds prevents action.
- Property damage due to soil creep.

### **Accountability & Capacity to Provide Services & Capital Needs**

The Contra Costa County BOS provides governance and operational responsibilities for CSA M-31. GHAD law requires that a Plan of Control ("POC") be prepared that describes in detail the geologic hazard of concern, its location, and the area affected. A plan for the prevention, mitigation, abatement, or control of the hazard must also be included. The General Manager is tasked with implementing the POC. The POC includes a description of the geologic hazards present in the Blackhawk region (limited to threatening and actual landslides) and lays out both informational (e.g., document history, definitions, geologic conditions) and operational plans (including limitations and exclusions) for the prevention, mitigation, abatement, and control of the geologic hazards.

### **Infrastructure Needs**

The CSA maintains certain drainage infrastructure but does not directly own those infrastructure, the infrastructure is owned by the County. Blackhawk GHAD's Preventative Maintenance and Operations Program focuses on maintaining and monitoring infrastructure to perform minor repairs or drainage structure replacement as needed. The goal of preventative maintenance is to keep assets in operational condition and identify potential slope stability risks before they manifest. The Preventative Maintenance Program also includes preparations for emergency response, winterization measures including erosion protection, slope stabilization supplies, and instrument maintenance. The Preventative Maintenance Program will focus on continued efforts to secure damaged areas and complete asset site restorations. For FY 2023-24, this program will adopt a more frequent site instrument reading protocol to analyze associated data collection to ensure all predictive features of site instrumentation are detected as may be a result of latent conditional changes related to the winter 2022-23 storms.

Blackhawk GHAD's Major Projects Program includes landslide repair, drainage improvement projects and capital improvement projects necessary to either control, mitigate, or prevent landslide activity. Historically, the Major Projects Program has been comprised of significant landslide repair projects, programmatic studies, and investigations useful in generative proactive responses. Due to severe storms beginning in December 2022, repair and restoration is a priority for Blackhawk GHAD Major Projects Program and will likely continue through the next several years. In addition, the district is currently studying two large landslide sites (Blackhawk Executive Center and Blackhawk Plaza). Project repair and mitigation plans are being developed on these study sites and sites will continue to be monitored and addressed as risk priority.

## Shared Facilities & Cooperation

The Blackhawk Homeowners Association (HOA) and the Blackhawk GHAD have worked together for over 27 years.<sup>31</sup> Blackhawk Country Club has also worked collaboratively and successfully with the GHAD.<sup>32</sup>

## Financing & Budget

The CSA multi-year expenses and revenues are shown in the table below. Revenues are composed of property taxes (99 percent) and reimbursements for homeowner exemptions (one percent). Funds from CSA M-23 is not handled by County staff but is passed through the County to the Blackhawk GHAD. Table 2-16 reflects the County contribution to the Blackhawk GHAD through CSA M-23 and does not reflect any additional contribution or reserve fund by the Blackhawk GHAD.

Blackhawk GHAD has four major annual budget categories: Major Projects, Preventative Maintenance and Operations, Special Projects, and Administration/Legal/Accounting. From 2022 until present, the Major Projects Program utilized a higher portion of the budget and required drawing from the reserve funds due to ongoing slope stability studies, a slow moving landslide within the Blackhawk Executive Center, and unexpected storm damage. Most notably, severe storm events, including several atmospheric storms, from December 2022 to March 2023 produced over 295 debris flows, mudflows, and landslides causing significant community damage to infrastructure, with preliminary damage estimated to total over \$10,000,000.<sup>33</sup> The Blackhawk GHAD applied to the Federal Emergency Response Agency (FEMA) for federal and state disaster area funds. Damage and repair estimates include emergency response, cleanup, and protective measures, as well as engineering, construction, repair, and administrative costs.

**Table 2-16: CSA M-23 Drainage Maintenance and Geologic Hazard Abatement 2020-23 Budgets**

Fund	Dept.	Expense/ Revenue	FY 2020-21 Budgeted	FY 2020-21 Actual	FY 2021-22 Budgeted	FY 2021-22 Actual	FY 2022-23 Budgeted
249600	7496	CSA M-23					
		Services & Supplies	\$20,000	\$625	\$20,000	\$3,120	\$23,000
		Other Charges	\$2,639,752	\$2,467,119	\$2,643,097	\$2,476,629	\$2,764,430
		Expenditure Transfers	\$94,900	\$29,264	\$91,900	\$13,143	\$90,400
		<b>Total Expenditures</b>	\$2,754,652	\$2,497,008	\$2,754,997	\$2,492,892	\$2,877,829
		Taxes Current Property	\$2,565,000	\$2,457,335	\$2,595,000	\$2,549,146	\$2,657,000
		Taxes Other Than Cur Prop	(\$9,000)	(\$3,473)	(\$9,000)	(\$8,646)	(\$9,000)
		Intergovernmental Revenue	\$15,100	\$13,491	\$15,100	\$13,226	\$15,100
		<b>Total Revenues</b>	\$2,571,100	\$2,467,353	\$2,601,100	\$2,553,725	\$2,663,100
		Fund Balance	\$0*	\$153,897*	\$0*	\$214,729*	\$0*

Source: County Special Districts/Other Agencies Budget- Non Enterprise Sources / Uses by Unit

\*from public works staff personal communication: fund balance numbers in "Budgeted" columns 'zero' as 100% of available fund balance is utilized and these balances are separate from existing financial documents on file

<sup>31</sup> <https://blackhawk-hoa.com/blackhawk-geological-hazard-abatement-district-ghad/>

<sup>32</sup> <https://blackhawkgHAD.com/>

<sup>33</sup> <https://blackhawkgHAD.com/wp-content/uploads/2023/11/BH-Budget-2023-2024.pdf>



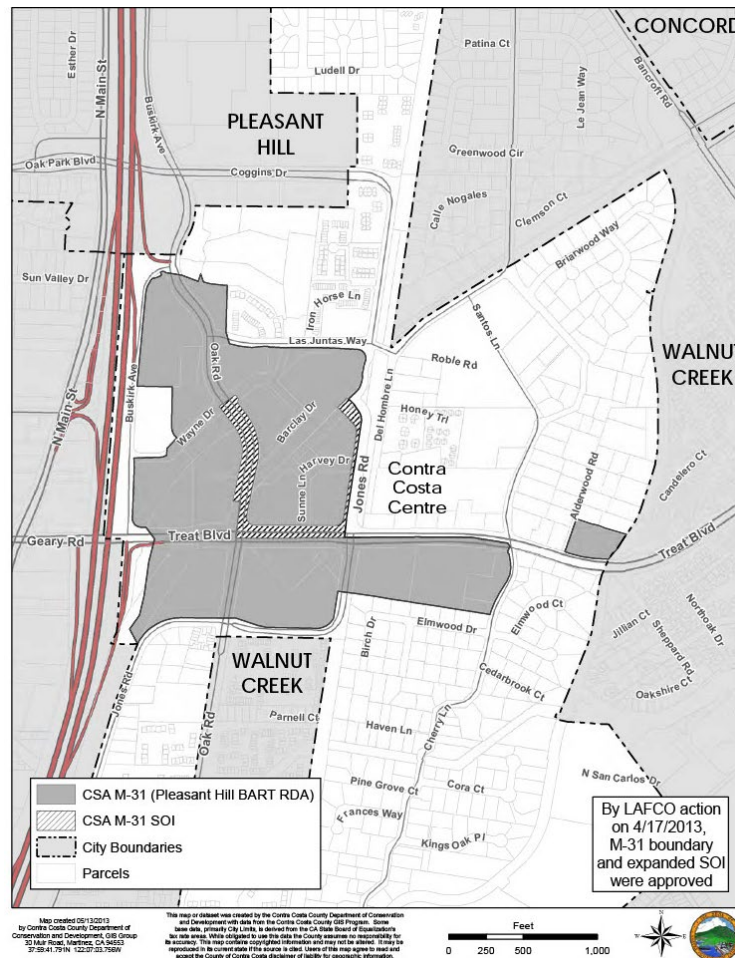
### 2.2.5 CSA M-31 - Pleasant Hill BART Transportation Demand Management Program

CSA M-31 finances transportation demand management (TDM) services to commercial office properties in Contra Costa Centre. To mitigate traffic impacts, entitlement conditions for each of the properties included a requirement to show that at least 30 percent of full-time employees are using public transit, carpools, vanpools, walking, or bicycling as a mode of transportation. Each property was also required to participate in an area-wide TDM program, and to approve an assessment to fund TDM services.

The CSA funds services that are provided directly by a non-profit agency, the Contra Costa Centre Association (CCCA), which is governed by the affected property owners. CCCA provides transit subsidies and incentives for employees to use carpools, vanpools and bicycle or walk to work. Approximately four percent of employees in the CSA use these financial incentive programs. CCCA also provides a mid-day shuttle to nearby malls and provides employees with access to its fleet of environmentally-friendly vehicles.

County staff provides budgeting oversight and prepares an annual report on the CSA and its assessment. CCCA staff has oversight from an advisory committee and DCD. LAFCO may wish to encourage County staff to report CCCA's effectiveness and outcomes in its annual report.

**Figure 2-8: CSA M-31 - Pleasant Hill BART TDM Boundary and SOI**



**Table 2-17: CSA M-31 Agency Overview**

<b>Formation</b>	
Agency Name	M-31 BART RDA (TDM) Program
Formation Date	August 12, 2002
Principal Act	California GC §25210 et seq.
<b>Governance</b>	
Governing Body	Contra Costa County BOS
Board Meetings	Meetings are held on most Tuesdays at 9:00 a.m., Public meetings are at the County Administration Building located at 1025 Escobar Street Martinez, CA 94553
Staffing	Contra Costa County Public Works
<b>Services</b>	
Services Provided	CSA M-31 BART RDA Transportation Demand Management Program finances transportation demand management (TDM) services to commercial office properties in Contra Costa Centre
Areas Served	CSA M-31 BART RDA TDM Program serves Pleasant Hill/Contra Costa Centre BART Station and commercial office properties in Contra Costa Centre (unincorporated areas).

### **Mission Statement**

*“Public Works employees deliver cost effective, safe, reliable and sustainable projects, programs and quality services with a focus on our communities and provide support services that are competitive, attentive, responsive, efficient and safe to enable County Departments to provide high quality services to the public.”<sup>34</sup>*

### **Formation**

CSA M-31 was formed on August 12, 2002 as a dependent special district of the County.

### **Boundary & Sphere**

CSA M-31 bounds include the Pleasant Hill/Contra Costa Centre BART Station and nearby hotels, office buildings, and a mixed-use property. The boundary area of the CSA is approximately 73 acres (or 0.1 square miles) including a non-contiguous area on Alderwood Road. The CSA the Pleasant Hill BART station and surrounding areas.

### **Population**

M-31 serves a population of 806.<sup>35</sup>

### **Services Overview**

CSA M-31 finances shuttle and vanpool transit services to the Pleasant Hill/Contra Costa Centre BART station vicinity in unincorporated Walnut Creek. The CSA was formed for the purpose of financing TDM services in the Pleasant Hill/Contra Costa Centre BART Station area. CCCA sponsors cash incentives and subsidy programs for all Centre employees to encourage the use of BART, bus, biking/walking, and carpooling. CSA M-31 funding provides significant subsidies and cash discounts on the purchase of

<sup>34</sup> <https://www.contracosta.ca.gov/236/Mission-Vision-Values>

<sup>35</sup> Contra Costa LAFCO 2020 Census and DCD Analysis (Block Calc Method)

BART/bus transit tickets as well as incentives to carpool or bike/walk to work.<sup>36</sup> CCCA partners with the Metropolitan Transportation Commission (MTC) to be a Clipper retailer. This allows personal onsite sales to the employees commuting by BART or bus. CCCA is also in discussions with BART and MTC to utilize the Clipper Bay Pass. In addition, to the commute incentives/subsidies, employees may use E-bikes and regular bikes for free during the day. The Centre also offers free use of cars (if the employee uses a commuter alternative to arrive at work) to run errands, go to lunch, or attend meetings. To also encourage using a commute alternative, the Centre offers a free mid-day shuttle that travels between the Transit Village and two local shopping centers.

The County's TDM program at Contra Costa Centre has not conducted a survey since 2010 of its various TDM incentives. Since then, the COVID pandemic, rise of work from home and loss of redevelopment agency revenue have affected ridership. The County should conduct a survey of employees to determine if employees are aware of the TDM programs and actual usage of each program. Some participation figures are provided in the last annual report from the Contra Costa Centre Association to the Board of Supervisors and they are extremely low, less than 1% participation from the Contra Costa Centre's 5,000 employees for each program, the transit subsidy program, bus subsidy program, carpool incentive program, and bike/walk to work program. Financial sustainability is a concern, with non-County staff costs alone for its two staff exceeding its revenue each year, let alone adding in county staff costs. (Example from the 2024 Annual Report to the Board of Supervisors: Actual Tax Revenue 2023-24 \$383,000; Actual Non-County Staff Costs 2023-24 \$424,295.

Source: 2023-24 Annual Report for CSA M-31 to the Board of Supervisors).<sup>37</sup>

## Infrastructure

CSA M-31 does not directly purchase or develop capital assets, such as fleet vehicles. The CCCA has capital assets for the purpose of running CSA M-31's TDM program includes 14 bikes (both conventional and e-bikes) and 4 vehicles (2 electric and 2 hybrid).

## Government Structure & Advisory Committees

The CSA M-31 governing body is the Contra Costa County BOS, as is common for dependent special districts in California, where county governance provides oversight. This structure is supported by practices outlined in the California GC §25210.1 et seq., which details the provisions for CSAs, including governance, formation, and powers. In this capacity, the Board oversees financial and operational policies, budget approvals, assessments, and the prioritization of projects within CSA M-31's jurisdiction.

Guidance of CSA M-31 is performed by the County Connection Advisory Committee. Advisory Committee members represent their local jurisdictions in Central Contra Costa County and help shape decisions and policies related to public transportation. The primary purpose of the Advisory Committee is to review, analyze, and advise the County Connection Board of Directors on issues and policies relating to fixed-route and paratransit service. Committee members also act as a citizen liaison from represented jurisdictions within the County Connection area. Recent topics the committee has weighed in on include the County Connection marketing plan, proposed changes to Youth Clipper fares, and the Clipper Bay Pass. The County Connection Advisory Committee meets every other month (6 times per year) on the second Tuesday of the month at 1:00pm at the County Connection headquarter office located at 2477 Arnold Industrial Way in Concord.

There are 11 Advisory Committee seats, one for each city in County Connection service area and one representing unincorporated areas. Committee Members are appointed for two-year terms. Vacant Committee seats as of June 2024 include Clayton, Danville, Lafayette, Martinez, Moraga, and Orinda.

<sup>36</sup> Contra Costa County Service Area M-31(Contra Costa Centre Transit Village) Tentative Annual Report Fiscal Year 2023-2024

<sup>37</sup> [https://www.contracosta.ca.gov/DocumentCenter/View/79712/CSA-M-31\\_24-25final?bidId=](https://www.contracosta.ca.gov/DocumentCenter/View/79712/CSA-M-31_24-25final?bidId=)

**Table 2-18: Contra Costa County Connection Advisory Committee<sup>38</sup>**

Board Member	District	Jurisdiction	Term Expiration
Ian McLaughlin	Chair	Walnut Creek	2026
Tijuk Fong Kurniadi	Member	Concord	2024
Sarah Birdwell	Member	Contra Costa County	2025
Andrei Obolensky	Member	Pleasant Hill	2025
Alexander Agier	Member	San Ramon	2026

**Management & Staffing**

Under Contra Costa County’s jurisdiction, operations are closely integrated with county governance. The CSA does not directly employ staff for day-to-day operations or maintenance activities; instead, it relies on the county’s resources and departments to manage the services it finances. This structure allows CSA M-31 to leverage the expertise and infrastructure of the county to fulfill its mission without the need for a separate administrative or operational workforce. The oversight and strategic direction for CSA M-31 are provided by the County BOS, acting as the governing body, which ensures that the district’s objectives align with broader county priorities and regulations. Many of the miscellaneous CSAs are managed by the Contra Costa County Public Works Department whose staff perform budget, assessment update, and service delivery or oversight functions.

**Accountability & Capacity to Provide Services & Capital Needs**

The Contra Costa County BOS has governance and operational responsibilities for CSA M-31.

**Infrastructure Needs**

CSA M-31 does not directly purchase or develop capital assets, such as fleet vehicles. The CCCA plans on installing two (2) additional charging stations at the Transit Village due to an increase in electric vehicle sales. They are also making arrangements to discontinue the 10-year-old antiquated Inverse Vehicle Reservation System and replace it with a Smart Mobility Company that will provide the IOS/Android application based booking and keyless entry system to manage vehicles and e-bikes.

**Shared Facilities & Cooperation**

*Contra Costa Centre Association*

The CCCA is a non-profit agency governed by a board of representatives from participating commercial property owners. The CSA’s TDM program and budget is reviewed annually by the CCCA board. CCCA declined to provide information on its own budget; however, the CSA component of the CCCA budget is reviewed annually by the County. CCCA provides monthly TDM expenditure reports to the County. Since CCCA is the direct service provider for the CSA, the CSA funds a portion of the CCCA budget. The County has entered into a contract with CCCA to annually to manage the TDM program for the Contra Costa Centre area each year since 1990.

There is a child care program in the Contra Costa Centre area. Commercial property owners in the area were required by the County General Plan to implement a child care mitigation program. The program is funded by a trust account that the commercial property owners voluntarily funded. The interest revenue from the trust fund pays for child care subsidies for low- and moderate-income employees of the area. The County BOS approves the CSA budget and renews payments (from a fund separate from the CSA) for monthly invoices related to the child care program.

The County Department of Conservation & Development credits CCCA with being instrumental in obtaining grant funds from the U.S. Department of Energy and other sources to fund eight vehicle

<sup>38</sup> <https://countyconnection.com/advisory-join/>

charging stations, as well as installation costs for electric vehicle charging stations, commuter survey analysis, and bike lockers.

### *Transportation Services Nature and Extent*

CSA M-31 funds TDM services as required to meet the County development condition that 30 percent of employees use a transportation mode other than a single-passenger vehicle trip. Compliance with the County's TDM Ordinance is measured on an areawide basis at Contra Costa Centre. Services are provided directly by CCCA, a non-profit association in which area property owners are members.

The primary transportation services provided are:

- *Green Fleet Program:* CCCA provides employees with access to local vehicles—Smart Cars, Segways, electric bicycles, and manual bicycles—to use in the Contra Costa Centre vicinity during the workday. Employees may check out vehicles online or electronically at various kiosk locations. Employees are registered with the program.
- *Mid-Day Shuttle:* The mid-day shuttle transports employees from all Centre buildings to the Countrywood Shopping Mall (where there are restaurants, banks, grocery shopping, a pharmacy, and other retail) and to Crossroads Shopping Center (where there are restaurants, a department store and other retail). The shuttle runs from 10:30 a.m. to 2:10 p.m. on weekdays.

CCCA offers several other programs aimed at reducing single-passenger vehicle trips to the area:

- *Transit Subsidy:* Employees may purchase discounted BART tickets by pledging to take BART to work at least three days per week.
- *Carpool Incentive:* Employees who participate in carpools receive one \$25 Chevron gas card each month.
- *Bike/Walk to Work:* Employees who agree to bike or walk to work at least three times weekly receive a BART ticket at a reduced fee.
- *Vanpool:* Vanpools receive monthly incentives to defray lease and fuel costs. Vanpool usage has declined since the early 1990s.

CCCA is partnering with CCTA on a real-time ride-share program. The TDM programs are marketed by CCCA through newsletters, posters, brochures, promotional handouts, and hosted events and transportation fairs.

CCCA conducted a survey in 2010 of employees throughout the CSA and reported that 30 percent rely on a transportation mode other than single-occupant vehicle. Previous surveys in 1994 and 1995 found that 33 percent relied on an alternate transportation mode, and that in the 1980s a much lower share of employees used alternative modes. A 1997 traffic study found that use of alternate modes had increased in response to the TDM programs funded at that time by CCCA (via developer fees). However, the study found significant differences between properties with respect to their tenants' employees' usage of carpools, and that some buildings were not meeting the objective of less than 30 percent using a transportation mode other than single-occupant vehicles. The study found that a significant percentage of employees in the CSA were unaware of transit and carpool options, and recommended interactive travel information kiosks, an employee orientation video, electronic distribution of transit schedules, and aggressive pricing of available parking to further promote alternative modes of transportation in the area. CCCA has implemented some of the 1997 recommendations.

Monitoring the success or failure of the TDM measures should involve commuter surveys that gather quantitative data (e.g., percent use of various modes) and qualitative data (e.g., respondents' perception of the TDM programs). The CSA service plan and annual report do not address TDM program effectiveness. Given relatively low reported participation levels in TDM programs, the CSA annual report could be improved by addressing CCCA program effectiveness.

### *Coordination with CCCA and the Department of Conservation and Development (DCD)*

Contra Costa Centre's Commuter Programs in partnership with CCTA to enhance TDM by offering

employees cash incentives, subsidies, and services to offset the costs of commuting, provide transit alternatives and benefit the community by alleviating traffic congestion.<sup>39</sup> A variety of programs including carpools, vanpools, bike-to-work, walk-to-work, BART and bus ridership are provided to the Centre's 6,000 workers, resulting in a 30% reduction in single-occupancy vehicles commuting to the area. Additionally, "Guaranteed Ride Home" is a service provided by 511 Contra Costa which ensures that any commuter who needs to get home due to a family emergency will be guaranteed a ride home quickly. Coordination began April 1, 2024. This program has the possibility to benefit up to 10 employees on a first-come first-served basis. Only employees in partnered buildings would be able to participate.

## Financing & Budget

The CSA multi-year expenses and revenues are shown in the following table. Although the CSA was never formally part of the redevelopment agency, the CSA includes most of the commercial properties in the (former) redevelopment area. The former Contra Costa Redevelopment Agency assisted the CSA with funds for green fleet equipment rooms, reservation systems and electric vehicle charging stations. This source of revenue is no longer available. Pursuant to the provisions of California Assembly Bills (AB) X1 26 and 1484, California redevelopment agencies were dissolved as of February 1, 2012. The California Supreme Court upheld ABX1 26 that provided for the dissolution of all redevelopment agencies in the State of California. On January 31, 2012, the County's Redevelopment Agency was dissolved. The assets and liabilities of the dissolved agency were assumed by the County BOS.

Each parcel of real property receiving transportation demand management services within CSA M-31 is subject to a basic service charge for CSA M-31. The maximum charge rates may be adjusted annually to reflect the prior year's change in the Consumer Price Index (CPI) for All Urban Consumers for the Bay Area: San Francisco-Oakland-San Jose. The base CPI used was June 2007 (216.123). Starting in FY 2008-09 the annual CPI was changed to February for administrative purposes and the annual change in the February CPI shall be used in each subsequent year. Any change in the rate which is the result of the change in the CPI shall not be deemed an increase in the service charge subject to the requirements of Proposition 218.

For FY 2023-24 the allowed maximum rate is shown below and is calculated as follows. The February 2023 CPI is 337.173, which is a 5.30% increase over the February 2022 CPI.

- *Developed Residential*: \$80.57/residential unit in FY 2022-23 +5.30% CPI increase for FY 2023-24 = \$84.84
- *Developed Commercial*: \$0.1418/square foot in FY 2022-23 +5.30% CPI increase for FY 2023-24 = \$0.1493

In FY 2023-24, it was determined that based on projected expenditures, the maximum rate of \$84.84/residential unit and \$0.1493/square foot will need to be collected. The charge per parcel may vary slightly due to rounding adjustments. It is estimated \$383,000 in revenue is necessary to provide the services referenced above in FY 2023-24.<sup>40</sup> The following table indicates that the annual budgets adopted by the BOS for the CSA.

<sup>39</sup> <https://www.contracostacentre.com/commuter-programs/>

<sup>40</sup> [http://64.166.146.245/docs/2023/BOS/20230613\\_2147/52898\\_CSA%20M-31\\_23-24tentative.pdf](http://64.166.146.245/docs/2023/BOS/20230613_2147/52898_CSA%20M-31_23-24tentative.pdf)

**Table 2-19: CSA M-31 BART RDA TDM Program 2020-23 Budgets**

Fund	Dept.	Expense/ Revenue	FY 2020-21 Budgeted	FY 2020-21 Actual	FY 2021-22 Budgeted	FY 2021-22 Actual	FY 2022-23 Budgeted
247600	7476	<b>CSA M-31</b>					
		Services & Supplies	\$420,493	\$247,411	\$523,316	\$279,328	\$595,431
		Other Charges	\$550	\$264	\$550	\$264	\$550
		Expenditure Transfers	\$1,000	\$1,881	\$3,000	\$3,037	\$3,000
		<b>Total Expenditures</b>	\$422,043	\$249,556	\$526,866	\$282,630	\$598,981
		Charges for Services	\$346,500	\$345,879	\$355,000	\$351,345	\$358,400
		<b>Total Revenues</b>	\$346,500	\$345,879	\$355,000	\$351,345	\$358,400
		Fund Balance	\$0*	\$75,543*	\$0*	\$171,866*	\$0*

Source: County Special Districts/Other Agencies Budget- Non Enterprise Sources / Uses by Unit

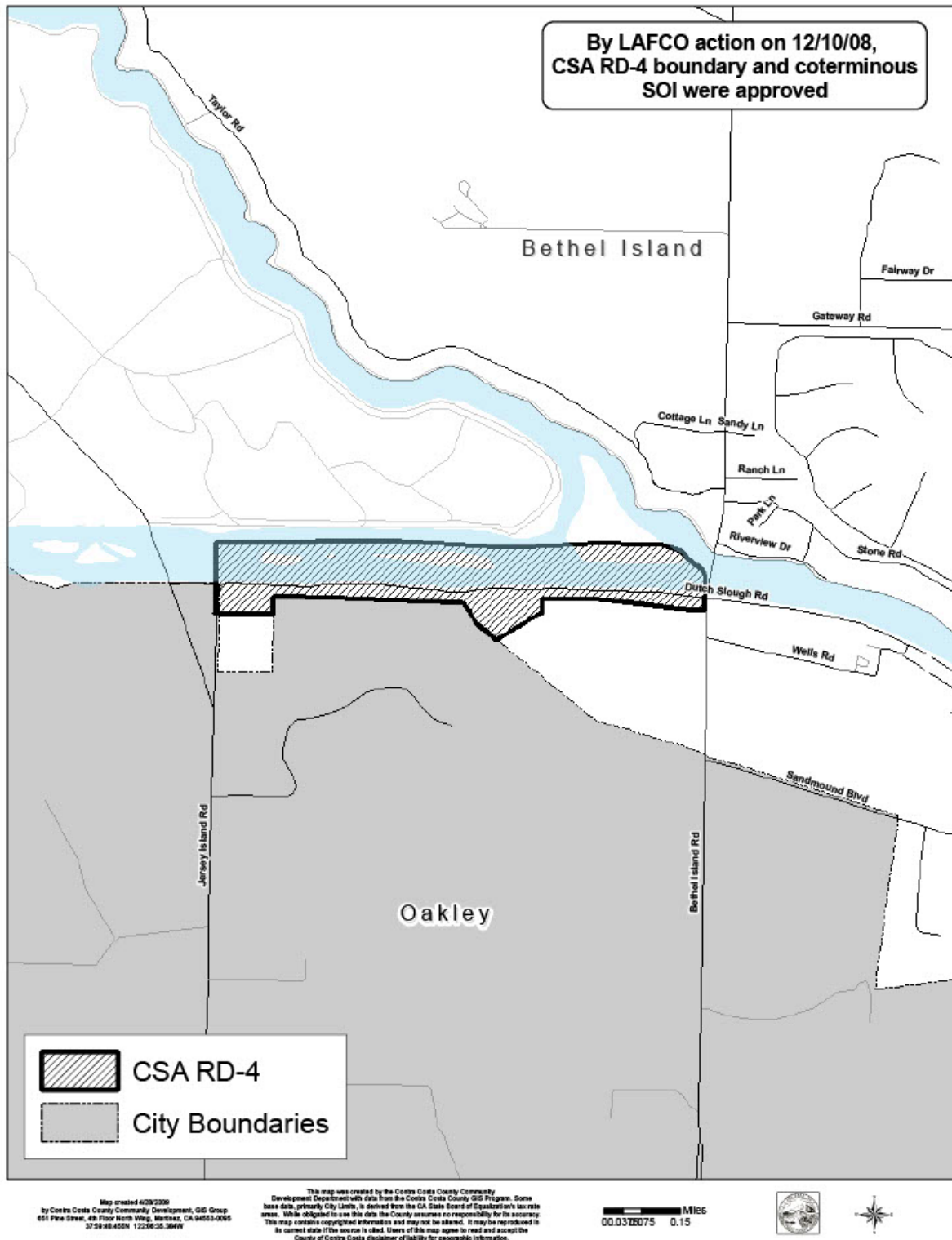
\*from public works staff personal communication: fund balance numbers in “Budgeted” columns ‘zero’ as 100% of available fund balance is utilized and these balances are separate from existing financial documents on file



### 2.2.6 CSA RD-4 - Road Maintenance - Bethel Island

CSA RD-4 provides funding for road maintenance. Specifically, the CSA funds are used to maintain a section of Dutch Slough Road and Jersey Island Road to Bethel Island. Funded primarily by property tax revenues, the CSA's annual revenues were about \$11,000 for FY 2022-23, which is not adequate to cover the cost of necessary maintenance at this time.

**Figure 2-9: CSA RD-4 - Road Maintenance Boundary and SOI**



**Table 2-20: CSA RD-4 Agency Overview**

<b>Formation</b>	
Agency Name	CSA RD-4 Road Maintenance
Formation Date	1973
Principal Act	California GC §25210 et seq.
<b>Governance</b>	
Governing Body	Contra Costa County BOS
Board Meetings	Meetings are held on most Tuesdays at 9:00 a.m., Public meetings are at the County Administration Building located at 1025 Escobar Street Martinez, CA 94553
Staffing	Contra Costa County Public Works
<b>Services</b>	
Services Provided	CSA RD-4 Road Maintenance provides road maintenance funding.
Areas Served	CSA RD-4 Road Maintenance funds are used to maintain a section of Dutch Slough Road and Jersey Island Road to Bethel Island.

**Mission Statement**

*“Public Works employees deliver cost effective, safe, reliable and sustainable projects, programs and quality services with a focus on our communities and provide support services that are competitive, attentive, responsive, efficient and safe to enable County Departments to provide high quality services to the public.”<sup>41</sup>*

**Formation**

CSA RD-4 formed in 1973.

**Boundary & Sphere**

RD-4 covers approximately 0.12 square miles on Dutch Slough Road, and Jersey Island Road to Bethel Island Road.

**Population**

RD-4 serves a population of 99.<sup>42</sup>

**Services Overview**

CSA RD-4 provides funding for road maintenance. The road is currently in disrepair. Staff is working to aggregate revenue from multiple budget years to cover repaving costs. In response to community feedback, “NO PARKING” signs were installed two years ago. However, to save sufficient revenue needed for the repaving, very little maintenance is done in the area.

<sup>41</sup> <https://www.contracosta.ca.gov/236/Mission-Vision-Values>

<sup>42</sup> Contra Costa LAFCO 2020 Census and DCD Analysis (Block Calc Method)

## Infrastructure

CSA RD-4 covers roughly 0.12 square miles of road.

## Government Structure & Advisory Committees

The CSA RD-4 governing body is the Contra Costa County BOS, as is common for dependent special districts in California, where county governance provides oversight. This structure is supported by practices outlined in the California GC §25210.1 et seq., which details the provisions for CSAs, including governance, formation, and powers. In this capacity, the Board oversees financial and operational policies, budget approvals, assessments, and the prioritization of projects within CSA RD-4's jurisdiction.

## Management & Staffing

Under Contra Costa County's jurisdiction, operations are closely integrated with county governance. The CSA does not directly employ staff for day-to-day operations or maintenance activities; instead, it relies on the county's resources and departments to manage the services it finances. This structure allows CSA RD-4 to leverage the expertise and infrastructure of the county to fulfill its mission without the need for a separate administrative or operational workforce. The oversight and strategic direction for CSA RD-4 are provided by the County BOS, acting as the governing body, which ensures that the district's objectives align with broader county priorities and regulations. The miscellaneous CSAs are managed by the Contra Costa County Public Works Department whose staff performs budget, assessment update, and service delivery or oversight functions.

## Accountability & Capacity to Provide Services & Capital Needs

The Contra Costa County BOS has governance and operational responsibilities for RD-4.

## Infrastructure Needs

CSA RD-4 road infrastructure has historically been in need of repair due to decay to the underlying levee. This section of Bethel Island was initially scheduled to be sealed with single chip seal by Contra Costa County in FY 2022-2023, but according to County staff these projected repairs were canceled due to Covid.<sup>43</sup> Currently, the road is still functional, however, regular use of this stretch of road beyond normal car transportation degrades the condition of this road. At present, residents regularly use this road to haul boats.

If the necessary work is completed by County staff, the rough cost will be approximately \$350k. If the work is completed by a contractor, the rough cost will be approximately \$500-\$530k. This would include a 4" mill and overlay of the entire road. The County currently has \$163,000. With \$9,000 annual revenue, it would take about 20 years to complete the repairs, not accounting for inflation or the potential to secure grant funds.

## Shared Facilities & Cooperation

No current shared facilities or coordination with other entities were identified for this Municipal Service Review.

## Financing & Budget

Revenue for CSA RD-4 comes predominantly from property taxes. The budget in the following table indicates that the annual budgets adopted by the BOS for the CSA routinely allocates several hundred thousand dollars more than what is used by the CSA in its actual budget. There is a number of reasons for this including delayed projects due to COVID and inadequate funding. The road is currently passable,

<sup>43</sup> <https://www.contracosta.ca.gov/DocumentCenter/View/71061/2021-Chip-Seal-Schedule>

although not in ideal condition, so the County staff plan to continue growing the fund for CSA RD-4 until the amount needed for repairs is fully available.

**Table 2-21: CSA RD-4 Road Maintenance 2020-23 Budgets**

Fund	Dept.	Expense/ Revenue	FY 2020-21 Budgeted	FY 2020-21 Actual	FY 2021-22 Budgeted	FY 2021-22 Actual	FY 2022-23 Budgeted
249400	7494	<b>CSA RD-4</b>					
		Services & Supplies	\$123,619	\$233	\$130,679	\$2,310	\$135,430
		Other Charges	\$120	\$62	\$120	\$61	\$120
		Expenditure Transfers	\$10,000	\$1,034	\$10,000	\$2,011	\$10,000
		<b>Total Expenditures</b>	<b>\$133,739</b>	<b>\$1,329</b>	<b>\$140,799</b>	<b>\$4,382</b>	<b>\$145,550</b>
		Taxes Current Property	\$7,400	\$7,566	\$7,900	\$8,225	\$8,600
		Taxes Other than Current Prop	(-\$100)	(-\$10)	(-\$100)	(-\$25)	(-\$100)
		Use of Money & Property	\$1,500	\$295	\$1,500	\$192	\$1,500
		Intergovernmental Revenue	\$50	\$39	\$50	\$41	\$50
		<b>Total Revenues</b>	<b>\$8,850</b>	<b>\$7,890</b>	<b>\$9,350</b>	<b>\$8,433</b>	<b>\$10,050</b>
		Fund Balance	\$0*	\$124,889*	\$0*	\$131,449*	\$0*

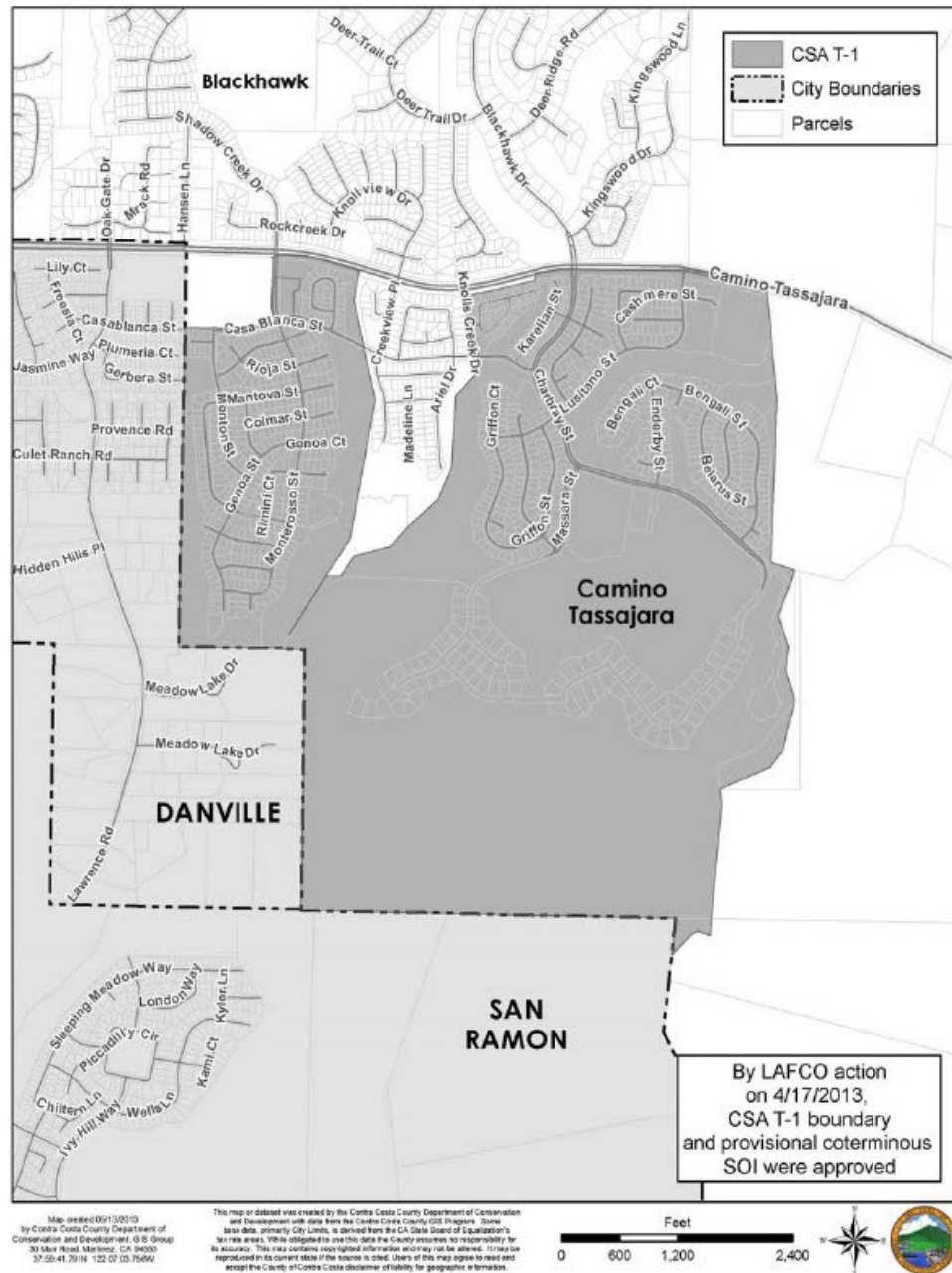
Source: County Special Districts/Other Agencies Budget- Non Enterprise Sources / Uses by Unit

\*from public works staff personal communication: fund balance numbers in "Budgeted" columns 'zero' as 100% of available fund balance is utilized and these balances are separate from existing financial documents on file.

### 2.2.7 CSA T-1 - Transit Services

CSA T-1 provides extended public transit services in unincorporated areas adjacent to Danville in the unincorporated Camino Tassajara area. The CSA's annual revenues were approximately \$641,500 in FY 2022-23.

**Figure 2-10: CSA T-1 - Transit Services Boundary and SOI**



**Table 2-22: CSA T-1 Agency Overview**

<b>Formation</b>	
Agency Name	CSA T-1 Transit
Formation Date	March 24, 2006
Principal Act	California GC §25210 et seq.
<b>Governance</b>	
Governing Body	Contra Costa County BOS
Board Meetings	Meetings are held on most Tuesdays at 9:00 a.m., Public meetings are at the County Administration Building located at 1025 Escobar Street Martinez, CA 94553
Staffing	Contra Costa County Public Works
<b>Services</b>	
Services Provided	CSA T-1 Extended Public Services
Areas Served	CSA T-1 Transit serves Alamo Creek, Monterosso, and Ponderosa Colony communities in unincorporated Camino Tassajara.

### Mission Statement

*“Public Works employees deliver cost effective, safe, reliable and sustainable projects, programs and quality services with a focus on our communities and provide support services that are competitive, attentive, responsive, efficient and safe to enable County Departments to provide high quality services to the public.”<sup>44</sup>*

### Formation

CSA T-1 was formed on March 24, 2006 as a dependent special district of the County. The CSA was formed for the purpose of financing extended public transit services for future residents of the area. At the time of formation, the Alamo Creek, Monterosso, and Ponderosa Colony subdivisions were approved but homes had not yet been constructed.

### Boundary & Sphere

The boundary area of the CSA is approximately 757 acres (or 1.2 square miles). The CSA is bounded on the west by the Town of Danville city limits, on the south by the City of San Ramon city limits, on the north (for the most part) by Camino Tassajara Road, and on the east by the eastern limit of the Alamo Creek subdivision. The Wendt Ranch subdivision and the Diablo Vista Middle School recreational fields were excluded from the CSA boundary area. Since formation, there have been no changes to the boundary of CSA T-1, according to BOE and LAFCO records. LAFCO adopted a provisional SOI for CSA T-1 in 2013.

### Population

T-1 serves a population of 4,495.<sup>45</sup>

### Services Overview

CSA T-1 is a funding mechanism for transit services in the T-1 service area. The Alamo Creek Shuttle (a dedicated extension of the County Connection’s shuttle system) provides morning and afternoon shuttle services to residents of CSA T-1 transporting them to flexible locations within 1.5 mile corridors along

<sup>44</sup> <https://www.contracosta.ca.gov/236/Mission-Vision-Values>

<sup>45</sup> Contra Costa LAFCO 2020 Census and DCD Analysis (Block Calc Method)



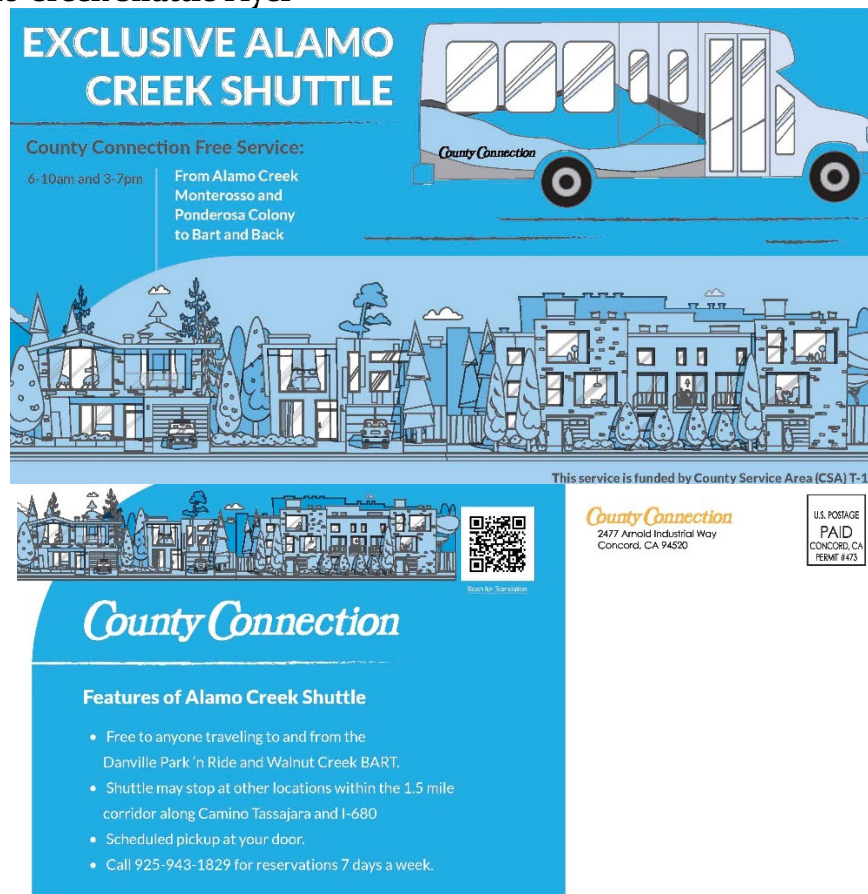
Camino Tassaja (between CSA T-1 and I-680) and I-680 (between Walnut Creek and Pleasant Hill BART stations). Riders contact County Connection to request and reserve services. In the morning, riders are picked up at their home and in the evening riders are picked up at the Walnut Creek BART station.

**Table 2-23: Summary of CSA T-1 Ridership**

Year of Service	Riders per day
2014	16
2015	17-18
2016	19
2017	21
2018	24
2019	25
2020	4.5
2021	1.5
2022	5.8
2023	5.5

Source: Tentative Annual Report  
FY 2023-24 Contra Costa CSA T-1

**Figure 2-11: Alamo Creek Shuttle Flyer**



For reservations, please call 925-943-1829

CSA T-1 also funds another service with the Measure J Traffic Congestion Relief Agency (TRAFFIX). TRAFFIX is a traffic congestion relief program implemented in 2009 and operated by Contra Costa



County, City of San Ramon, San Ramon Valley Unified School District (SRVUSD), and the Town of Danville to reduce traffic congestion caused by children being driven to and from school in the San Ramon area. For CSA T-1, there are three buses that provide transit services to school children. The TRAFFIX School Bus Service currently serves 155 pass holders on its three routes. In 2023, bus passes for all three routes sold out on the first day they were available.<sup>46</sup>

Infrastructure

CSA T-1 does not directly purchase or develop capital assets, such as buses. County Connection has one shuttle and three school buses dedicated to servicing CSA T-1 residents.

Government Structure & Advisory Committees

The CSA T-1 governing body is the Contra Costa County BOS, as is common for dependent special districts in California, where county governance provides oversight. This structure is supported by practices outlined in the California GC §25210.1 et seq., which details the provisions for CSAs, including governance, formation, and powers. In this capacity, the BOS oversees financial and operational policies, budget approvals, assessments, and the prioritization of projects within CSA T-1's jurisdiction.

As the Alamo Shuttle funded by CSA T-1 is an extension of the County Connection transit system, the Central Contra Costa Transit Advisory Committee is the Advisory Committee for CSA T-1. Committee members represent their local jurisdictions in Central Contra Costa County and help shape decisions and policies related to public transportation. The primary purpose of the Advisory Committee is to review, analyze, and advise the County Connection Board of Directors on issues and policies relating to fixed-route and paratransit service. Committee members also act as a citizen liaison from represented jurisdictions from the County Connection area. Recent topics the committee has weighed in on include the County Connection marketing plan, proposed changes to Youth Clipper fares, and the Clipper BayPass. The County Connection Advisory Committee meets every other month (6 times per year) on the second Tuesday of the month at 1:00pm at the County Connection headquarter office located at 2477 Arnold Industrial Way in Concord. Members will gather in the County Connection Boardroom and be officially recognized by the appointed Chair of the committee.

There are 11 seats on the Advisory Committee, one for each city in the County Connection service area and one member representing the unincorporated communities in Contra Costa. Committee Members are appointed for two-year terms. Vacant Committee seats include: Clayton, Danville, Lafayette, Martinez, Moraga, Orinda, and San Ramon. Concord has an appointment pending.

Table 2-24: Contra Costa County Connection Advisory Committee<sup>47</sup>

Board Member	District	Jurisdiction	Term Expiration
Ian McLaughlin	Chair	Walnut Creek	2026
Sarah Birdwell	Member	Contra Costa County	2025
Andrei Obolensky	Member	Pleasant Hill	2025

Management & Staffing

Under Contra Costa County's jurisdiction, operations are closely integrated with county governance. The CSA does not directly employ staff for day-to-day operations or maintenance activities; instead, it relies on the county's resources and departments to manage the services it finances. This structure allows CSA T-1 to leverage the expertise and infrastructure of the county to fulfill its mission without the need for a separate administrative or operational workforce. The oversight and strategic direction for CSA T-1 are

<sup>46</sup> CSA T-1 Public Transit Tentative Annual Report Fiscal Year 2023-2024

<sup>47</sup> <https://countyconnection.com/advisory-join/>

provided by the County BOS, acting as the governing body, which ensures that the district's objectives align with broader county priorities and regulations. The miscellaneous CSAs are managed by the Contra Costa County Public Works Department whose staff provide budget, assessment updates, and service delivery or oversight functions.

### Accountability & Capacity to Provide Services & Capital Needs

The Contra Costa County BOS has governance and operational responsibilities for CSA T-1. In 2021 and 2022, CSA T-1 sent residents informational postcards of the ridership programs to motivate and restore rider confidence (Figure 2-10). For FY 2023-24, CSA T-1 will add incentive cards (gift cards, etc.) to reward frequent riders. If ridership were to increase to a level warranting a fixed route bus, the approximate yearly operating costs of running a full-length service with County Connection is an estimated \$204,000 per bus (in 2018 dollars) based on \$100 per hour for 8 hours a day during morning and evening peak commute hours for 255 days a year.<sup>48</sup>

### Infrastructure Needs

The long-term strategy for CSA T-1 involves expanding the vanpool/shuttle service and providing full-scale County Connection bus service if the existing service proves successful and more commuter transit demand is demonstrated. However, the ridership demand has not achieved the level that warrants a full-scale fixed bus route.

The County is continually evaluating services in the area and is mindful of inventory acquisition by monitoring ridership head counts on a monthly basis before acquiring a bus and dedicating resources associated with another bus (associated staff, operations, maintenance, etc). As previously noted, there are currently three buses dedicated to student riders in CSA T-1. Following the addition of the third bus, County staff evaluated how ridership would adjust before pursuing another bus. The waitlist for student ridership warrants another bus and County Staff are in the process of adding a fourth bus for student riders.

### Shared Facilities & Cooperation

CSA T-1 regularly coordinates with the Regional Transportation Planning Commission on bike paths and roadway improvements. The CSA actively participates in all transportation projects within Bay Area, including the following working groups and regional sub-committees:

- Contra Costa County Transit Authority
- Technical Coordination Committee
- Metropolitan Transportation Commission

In 2022, CSA T-1 coordinated with the Homeowners Association in Danville to advertise the County Connection shuttle service to residents on their website. For FY 2023-24, CSA T-1 continued outreach efforts by advertising through Homeowners Associations and partnering with County Connection on the design and layout of postcards to be mailed to residents of CSA T-1 by Contra Costa County's print and mail services.

### Financing & Budget

CSA T-1 revenues are composed primarily of assessments and secondarily of interest income. The following table indicates annual budgets adopted by the BOS for the CSA.

<sup>48</sup> CSA T-1 Public Transit Tentative Annual Report Fiscal Year 2023-2024

**Table 2-25: CSA T-1 Transit 2020-23 Budgets**

Fund	Dept.	Expense/ Revenue	FY 2020-21 Budgeted	FY 2020-21 Actual	FY 2021-22 Budgeted	FY 2021-22 Actual	FY 2022-23 Budgeted
248000	7480	<b>CSA T-1</b>					
		Services & Supplies	\$3,377,524	\$471,559	\$3,525,462	\$203,456	\$3,944,218
		Other Charges	\$7,250	\$2,279	\$7,250	\$2,775	\$7,250
		Expenditure Transfers	\$35,000	\$17,096	\$35,000	\$14,892	\$35,000
		<b>Total Expenditures</b>	\$3,419,774	\$490,934	\$3,567,712	\$221,123	\$3,986,468
		Use of Money & Property	\$35,000	\$981	\$1,500	\$4,230	\$1,500
		Charges for Services	\$565,000	\$606,391	\$630,000	\$625,649	\$640,000
		<b>Total Revenues</b>	\$600,000	\$607,371	\$631,500	\$629,879	\$641,500
		Fund Balance	\$0*	\$2,819,774*	\$0*	\$2,936,212*	\$0*

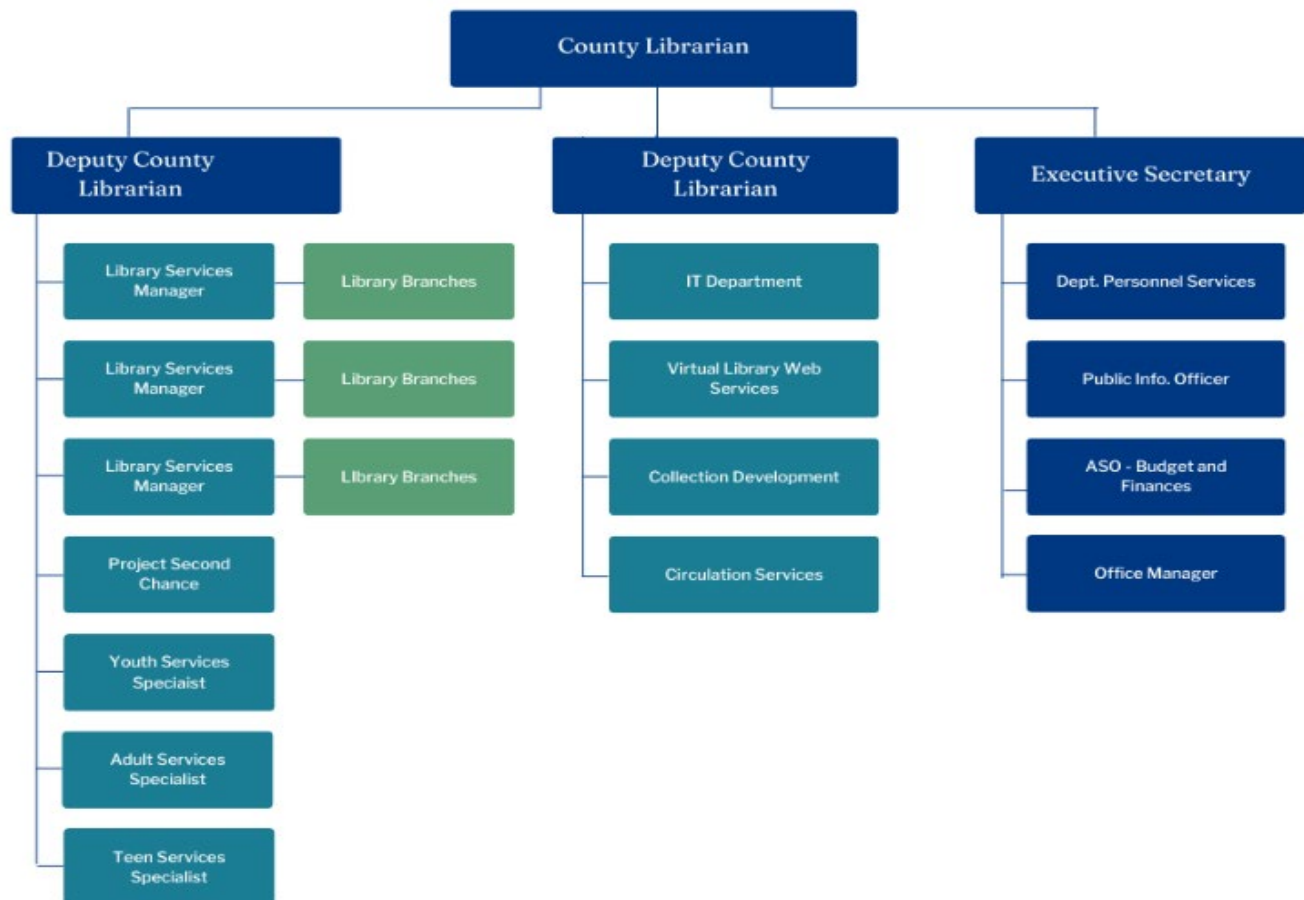
Source: County Special Districts/Other Agencies Budget- Non Enterprise Sources / Uses by Unit

\*from public works staff personal communication: fund balance numbers in “Budgeted” columns ‘zero’ as 100% of available fund balance is utilized and these balances are separate from existing financial documents on file.

## 2.3 Libraries

**Table 2-26: Libraries Overview**

Agency Names	CSA LIB-2, CSA LIB-10, CSA LIB-12, and CSA LIB-13
<b>Services</b>	
Services Provided	CSA LIB-2, CSA LIB-10, CSA LIB-12, and CSA LIB-13 provide library services funding that cater to enhancing literacy, supporting educational pursuits, and fostering community engagement. These services include access to diverse collections of books and digital resources, along with various programs designed to benefit all community members.
Areas Served	<p><b>CSA LIB-2</b> (El Sobrante): Primarily serves the El Sobrante area.</p> <p><b>CSA LIB-10</b> (City of Pinole): Covers the City of Pinole and adjacent unincorporated area including Tara Hills, Bayview, Montalvin Manor and a small area eastward of Pinole.</p> <p><b>CSA LIB-12</b> (Town of Moraga): Encompasses an unincorporated area south and east of the Town of Moraga.</p> <p><b>CSA LIB-13</b> (Concord/Walnut Creek &amp; Ygnacio Valley): Serves portions of Walnut Creek, Concord, the North Gate unincorporated area, and northern Shell Ridge.</p>
<b>Contact</b>	
Main Contact	Alison McKee, County Librarian
E-mail	<a href="mailto:alison.mckee@library.cccounty.us">alison.mckee@library.cccounty.us</a>
District Office Address	777 Arnold Drive Martinez, CA 94553-4897
Mailing Address	777 Arnold Drive Martinez, CA 94553-4897
Phone	925-313-2000
Website	<a href="https://ccclib.org">https://ccclib.org</a>

**Figure 2-12: Contra Costa County Library Organizational Chart**

The Contra Costa County Library (CCCL) is organized into four divisions: Administrative Services, Countywide Services, Community Services, and Support Services. A breakdown of budget and staffing is detailed in the table below.<sup>49</sup>

**Table 2-27: CCCL Library Divisions, Budgets and Staffing**

Division	Budget	FTE Staff
Community Services	\$21,448,000	133.1
Countywide Services	\$2,086,105	13
Support Services	\$4,952,676	21.2
Administrative Services	\$7,623,219	25.2

Source: 23/24 Performance Measure Report

*Community Services* provides direct community library services through 26 County Library facilities in five regions, including public services, materials collections, and programs for each community.

The *Countywide Services* division provides centralized library services, literacy services, and direct services to juveniles in custody. *Countywide Services* includes Public Services Administration, Countywide Centralized Library Services, Literacy Services, the Wilruss Children's Library Fund, and services to children and teens currently in County Probation Department Juvenile Facilities custody.

<sup>49</sup> <https://www.contracosta.ca.gov/798/Performance-Report-by-Department>

The *Support Services* division provides collection management, automation, virtual library and technical services. *Support Services* include Automation, Virtual Library Services, Circulation Services, Technical Services, and Collection Management. Integrated Library System planning and operations includes information technology, Internet services, and a Wide Area Network linking local libraries. The Virtual Library provides the library's web presence and Intranet; creates and maintains online services through the library website and centralizes reference services.

The *Administrative Services* division provides administrative, shipping, and facilities management while organizing and directing library operations. *Administrative Services* includes Library Administration and Volunteer Program Coordination. It plans, organizes, and directs County Library operations; provides leadership and management in budgetary, personnel, operational, and policy matters; and plans for the library future with the Library Commission, City Councils, library community representatives and staff.

Beginning in 2014, the CCCL created a strategic plan to add new strategies for achieving realistic and measurable outcomes.<sup>50</sup> The Contra Costa Library Strategic Plan Strategies for 2024 include:

- Establish literacy focused initiatives for all ages, especially in communities with low market penetration.
- Work with school districts and County office of education to register all enrolled children for a Student Success Card and enact initiatives that will result in the use of library resources.
- Offer programs and services to support adult literacy, English language learning, and educational and career success.
- Create digital literacy initiatives and services geared towards the aging population.
- Increase the Library's budget by securing new revenue sources.

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<sup>50</sup> <https://ccclib.org/strategic-plan/>

### 2.3.1 CSA Lib-2 - El Sobrante

CSA Lib-2 provides funding for library services to the community of El Sobrante, located north of Richmond and south of Pinole. The CSA funds extended library facilities and services. This facility is a small full service public library and as such conducts outreach to local schools. Funded by property taxes (99%) and reimbursements for homeowner exemptions (1%), the CSA's annual revenues were about \$51,400 in FY 2022-23.

**Figure 2-13: CSA Lib-2 - El Sobrante Boundary and SOI**

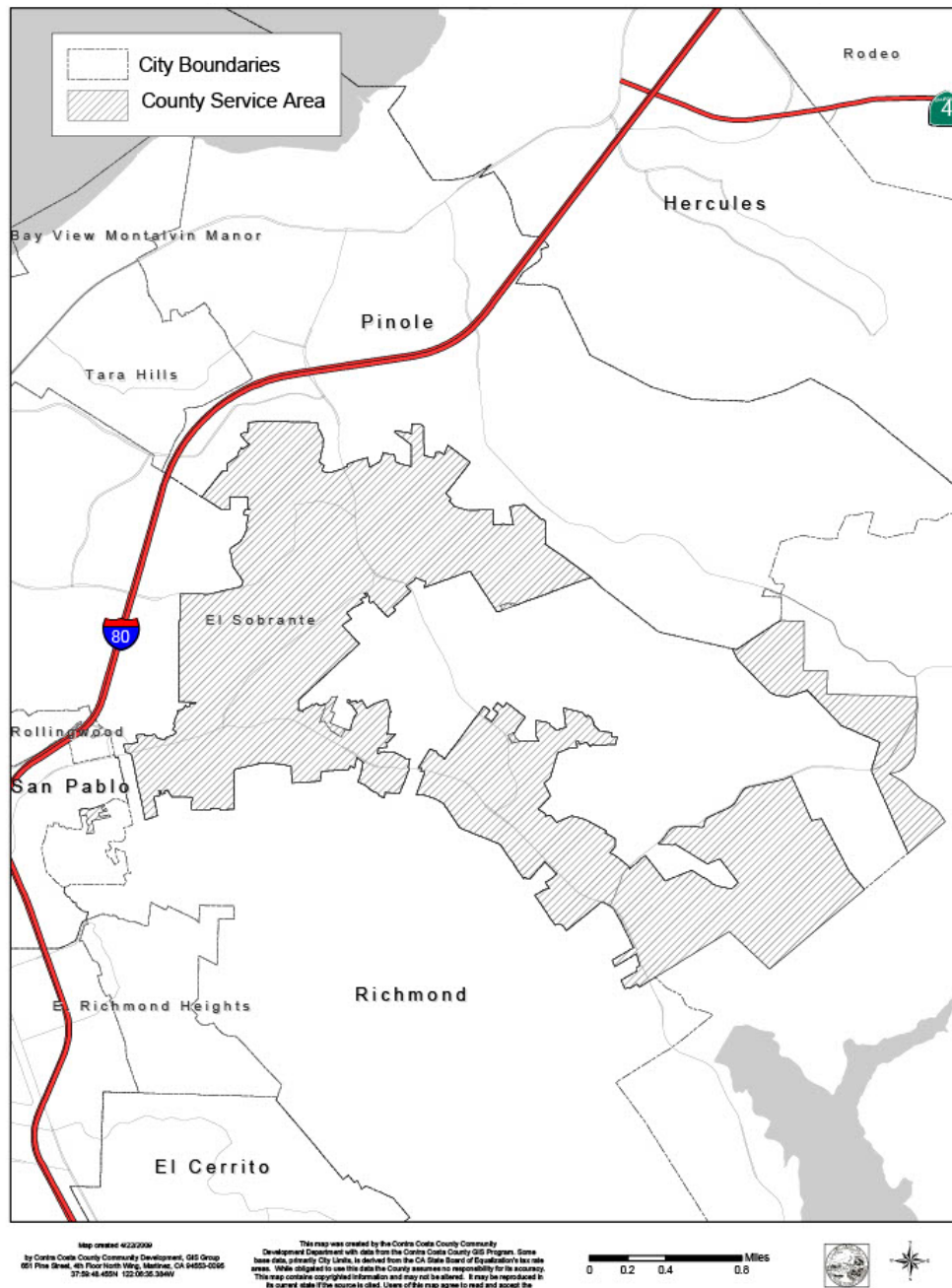




Table 2-28: CSA LIB-2 Agency Overview

Formation	
Agency Name	CSA LIB-2
Formation Date	January 21, 1958
Principal Act	California GC §25210.1-25211.3
Governance	
Governing Body	Contra Costa County BOS
Board Meetings	Meetings are held on most Tuesdays at 9:00 a.m., those interested in attending need to consult the County website. Public meetings are at the County Administration Building located at 1025 Escobar Street Martinez, CA 94553
Staffing	Library Staffing
Services	
Services Provided	CSA LIB-2 provides funding for essential library services that cater to enhancing literacy, supporting educational pursuits, and fostering community engagement. These services include access to diverse collections of books and digital resources, along with various programs designed to benefit all community members.
Areas Served	El Sobrante, located north of Richmond and south of Pinole

Figure 2-14: El Sobrante Library Branch



Source: <https://ccclib.org/locations/27/>

## Mission Statement

*“Bringing People and Ideas together.”<sup>51</sup>*

## Formation

CSA LIB-2 was established on January 21, 1958, as a dependent special district under the County, in response to the community's request from El Sobrante for enhanced library services<sup>52</sup>. Initially, the district's formation was part of a broader plan to develop a library outlet that would serve both the City of Richmond and the El Sobrante area. The City of Richmond contributed by providing the land for the library, while the construction of the library building and its initial equipment were financed through property taxes collected by CSA LIB-2. Furthermore, tax revenues from CSA LIB-2 were also allocated for the acquisition of additional land adjacent to the library to allow for potential future expansion. This strategic investment led to the construction of the El Sobrante Library in 1961.

## Boundary & Sphere

The boundary area of the CSA is approximately 3.9 square miles. It includes the unincorporated El Sobrante and a small, non-contiguous area in unincorporated San Pablo. The SOI for CSA LIB-2 is coterminous with the boundary of the CSA and was last updated in 2013.

## Population

Libraries are a stable and responsive source for the community's educational and informational needs. With an estimated population of 15,538<sup>53</sup> and a service area nearing full development, the recent growth is limited, suggesting a consistent demand for library services. The introduction of approximately 200 housing units in the foreseeable future indicates a modest increase in service demand, which CSA LIB-2 is well-equipped to accommodate given its stable funding mechanism and the strategic support from the CCCL system.

The absence of significant DAC within or adjacent to CSA LIB-2's SOI suggests a uniform demand for library services across its service area, without the need for targeted interventions often required in underserved areas. The nearby disadvantaged area in the central portion of the City of San Pablo, while outside CSA LIB-2's direct purview, does not substantially alter the overall demand dynamics for the El Sobrante Library. Considering these factors, CSA LIB-2 anticipates to continue meeting the community's library service needs effectively.

## Services Overview

The CCCL and City of Richmond are the two primary library service providers for the surrounding area. CCCL provides library services to the unincorporated communities and 18 of the 19 cities. The County provides library facility services at the County-owned libraries in unincorporated areas and cities of Antioch, Pinole, and Walnut Creek (Ygnacio Valley Library). The El Sobrante Library is within the CCCL system.

CSA LIB-2 serves as a funding source for the El Sobrante Library, enabling the provision of comprehensive library services in the unincorporated community of El Sobrante, one of 26 library branches in the CCCL system<sup>54</sup>. This arrangement ensures the financial support necessary for maintaining and enhancing library facilities and services through the utilization of property taxes and interest.

The El Sobrante Library is a small full-service library of approximately 7,474 square feet, providing ample

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<sup>51</sup> <https://ccclib.org/wp-content/uploads/sites/72/2024/05/Contra-Costa-Strategic-Plan-Update-FINAL1.pdf>

<sup>52</sup> 2013 Library MSR

<sup>53</sup> Contra Costa LAFCO 2020 Census and DCD Analysis (Block Calc Method)

<sup>54</sup> Lib-2 MSR information Request Alison McKee

space with 73 seats and eight public internet terminals for community use. The library offers 479 square feet per 1,000 residents, surpassing the county-wide average of 352 square feet per 1,000 residents<sup>55</sup>. Additionally, the El Sobrante Library also provides outreach to local schools.

### Infrastructure

CSA LIB-2 is a funding mechanism for the El Sobrante Library, and as such does not own infrastructure. As the primary beneficiary of CSA LIB-2's funding, the El Sobrante Library is maintained and operated by the CCCL system.

### Government Structure & Advisory Committees

The governing body of CSA LIB-2 is the Contra Costa County BOS, as is common for dependent special districts in California, where county governance provides oversight. This structure is supported by practices outlined in the California GC §25210.1 et seq., which details the provisions for CSAs, including governance, formation, and powers. In this capacity, the Board oversees financial and operational policies, budget approvals, assessments, and the prioritization of projects within CSA LIB-2's jurisdiction.

As an extension of the CCCL system, the CCCL Commission is the advisory committee for CSA LIB-2. The CCCL Commission was established by the Contra Costa County BOS in March 1991. The Commission was created to serve in an advisory capacity to the BOS and the County Librarian. The Library Commission is comprised of 24 voting members and 4 non-voting (ex-officio) members who serve terms of four years:<sup>56</sup>

- Eighteen members representing the cities/towns in Contra Costa County - these Commissioners are appointed by the city/town councils (Richmond does not participate)
- Five members represent Contra Costa County - each member of the BOS appoints one Commissioner
- One member representing the Central Labor Council
- Four Ex-Officio members representing the College District, East Bay Leadership Council, Office of Education, and the Friends Council.

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<sup>55</sup> 2013 Library MSR

<sup>56</sup> <https://ccclib.org/commission/>

**Table 2-29: Contra Costa County Library Commission<sup>57</sup>**

Board Member	Jurisdiction	Title
Nicole Gemmer	Danville	Commission Chair
Tommy Smith	Concord	Commission Vice-Chair
John M. Huh, PhD	Antioch	Member
Linda Sendig	Brentwood	Member
Jacalyn Ferree	Clayton	Member
Michael Fisher	El Cerrito	Member
Donna Rennie	Hercules	Member
Mary Ann Hoisington	Lafayette	Member
Matthew DeFraga	Martinez	Member
Emily Bergfeld	Moraga	Member
Kevin Armonio	Oakley	Member
Shrikant Garde, PhD	Orinda	Member
George Pursley	Pinole	Member
Zelda LeFrak-Belleci	Pittsburg	Member
Julia Dozier	Pleasant Hill	Member
Antonio Mendrano	San Pablo	Member
Michel Masuda-Nash	San Ramon	Member
Jasun Molinelli	Walnut Creek	Member
Rachel Rosekind, PhD	District 1	Member
Susan Hildreth	District 2	Member
Clifton Louie	District 3	Member
Sue Hamill	District 4	Member
Dennisha Marsh	District 5	Member
Anne Kingsley	Contra Costa CCD	Member
Bryan Thomas	Central Labor Council	Member
Lynn Mackey	Office of Education	Member

### Management & Staffing

As a dependent special district, CSA LIB-2 operates within the framework of county governance, with a focus on funding library services for the El Sobrante community. This CSA does not have its own staff for the daily management or operational tasks of the library it supports. CSA LIB-2 utilizes the resources and departments of Contra Costa County Library to oversee and implement the library services. This approach enables CSA LIB-2 to benefit from the county's comprehensive expertise and infrastructure without the necessity of maintaining an independent administrative or operational team.

Management and strategic oversight of CSA LIB-2 are under the purview of the Contra Costa County BOS. The Board acts as the governing body for CSA LIB-2, ensuring that its funding and service provision align with the county's wider objectives, community needs, and regulatory requirements. This governance model ensures that CSA LIB-2's mission to enhance library services in El Sobrante is integrated with the county's broader goals, facilitating effective and efficient library service delivery to the community.

<sup>57</sup> <https://contra-costa.granicus.com/boards/w/26cad49fec719903/boards/11598>

## **Accountability & Capacity to Provide Services & Capital Needs**

CSA LIB-2 operates under the governance of the Contra Costa County BOS, ensuring its integration with the county's library system objectives. It upholds financial accountability through regular audits and leverages performance evaluations to ensure effective library service delivery. Audits are part of a comprehensive approach to uphold transparency and prudence in financial management, ensuring resources are allocated effectively to library services. Performance evaluations and infrastructure assessments are routine, aiming to optimize efficiency and effectiveness in delivering library services to the community of El Sobrante.

While CSA LIB-2 does not directly manage staff or day-to-day library operations, it operates within a defined management structure, with strategic oversight provided by the County BOS and operational coordination by the County Librarian ensuring that CSA LIB-2's funding directly supports the El Sobrante Library's needs. Feedback through the public website and social media is encouraged, providing channels such as for patrons to contribute to the library's ability to address concerns and provide effective customer service. This governance and operational model ensures CSA LIB-2 is able to provide library services while maintaining transparency and responsiveness to the El Sobrante community.

The primary purpose of CSA LIB-2 is to act as a dedicated funding source for the El Sobrante Library, ensuring the provision of vital library services to the community of El Sobrante. Established to respond to the community's demand for enhanced library services, CSA LIB-2 utilizes property tax revenues to finance the construction, maintenance, and potential expansion of the El Sobrante Library. This strategic investment provides the ability for the library to offer a range of educational, informational, and cultural resources. The library, owned and operated by the CCCL system, benefits directly from the financial support of CSA LIB-2, showcasing the CSA's role in fostering literacy, lifelong learning and community engagement in El Sobrante. Through this funding mechanism, CSA LIB-2 ensures that the library remains a well-equipped, accessible space for all community members.

The service area is nearly built out, showing limited recent growth and not expecting significant future changes in service demand. However, planned and proposed development projects are anticipated to introduce approximately 200 housing units in El Sobrante. There is a disadvantaged community within CSA LIB-2.

Given the stable population within CSA LIB-2's service area, the limited recent growth, and the projected introduction of new homes, it appears the CSA possesses the capacity to continue providing services. The financial model, primarily based on property tax revenues designated for the El Sobrante Library, has historically met the community's library service needs. Assuming no significant changes in population density or funding levels, CSA LIB-2 is well-positioned to maintain the capacity to provide library services for El Sobrante.

## **Infrastructure Needs**

Given the specific focus of CSA LIB-2 on funding library services rather than owning or directly managing physical infrastructure, it operates without the typical infrastructure needs associated with other types of service districts. The El Sobrante Library, as the primary beneficiary of CSA LIB-2's funding, is maintained and operated by the CCCL system, which oversees its physical infrastructure. As a result, CSA LIB-2 itself does not face direct infrastructure challenges, allowing it to concentrate on securing and providing financial resources to support the library's operations and services within the community.

The 2013 MSR for LIB-2 highlighted the El Sobrante Library's significant infrastructure challenges, noting \$6.8 million in unfunded needs for facility remodeling and expansion<sup>58</sup>. These challenges became more

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<sup>58</sup> 2013 Library MSR

pronounced in February 2018 when a fire caused substantial damage to the library<sup>59</sup>. Despite flames only burning part of the roof and exterior, the smoke and water damage was extensive enough that renovation was necessary.

Managed by the CCCL system and financially supported by CSA LIB-2, the El Sobrante Library underwent significant remodeling and improvements post-fire. The renovation included asbestos abatement, accessibility enhancements, plumbing and electrical system updates to comply with current codes. The library received new windows, skylights, roof, paint, carpet, furniture, shelving, books, modernized bathrooms, a new meeting room and updated computers<sup>60</sup>. Completed in 2019, this extensive remodel addressed previously identified infrastructure needs, revitalizing the library into a state-of-the-art facility.

The renovations significantly enhanced community service capacity. With CSA LIB-2's funding support playing a crucial role, the library now boasts a modern and well-equipped space for over 16,000 residents, reflecting an effective use of resources to meet service needs. Although CSA LIB-2 does not directly manage the library's infrastructure, its financial contributions are vital to maintaining and expanding the library's operational capabilities, ensuring the El Sobrante Library continues to serve as a cornerstone of community engagement, literacy, and lifelong learning.

### Shared Facilities & Cooperation

The El Sobrante Library is one of 26 in the County. CCCL offers materials access from multiple other library systems through the Link-Plus interlibrary loan program. CCCL offers its library patrons not only access to its own combined collection but also access to collections of other municipal library systems (e.g., San Francisco and Sacramento) and collegiate libraries.

### Financing & Budget

The CSA LIB-2 budget includes financial contributions for the El Sobrante Library. The majority of the library's operational financing is derived from locally generated property taxes. The remainder is sourced from donations, grants, and property taxes collected from other areas within the County. Despite these varied funding streams, the current financial structure covers operational expenses but falls short in addressing the library's infrastructure needs. Potential avenues for addressing these unfunded needs include seeking grants and exploring new revenue sources, which could require approval from voters. This highlights a reliance on community support and the need for strategic financial planning to ensure the library's services and facilities are adequately funded. However, it must be noted that as CSA LIB-2 dollars are used for salaries to staff the libraries, the CSA is fulfilling its mission of staffing the library. The following table shows the multi-year breakdown of revenues and expenditures for CSA LIB-2.

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<sup>59</sup> <https://ccclib.org/news/grand-opening-to-celebrate-to-unveil-the-new-el-sobrante-library/>

<sup>60</sup> <https://richmondstandard.com/community/2019/11/19/el-sobrante-library-damaged-by-fire-last-year-set-for-grand-re-opening/>

**Table 2-30: CSA Lib-2 El Sobrante 2020-23 Budgets**

Fund	Dept.	Expense/ Revenue	FY 2020-21 Budgeted	FY 2020-21 Actual	FY 2021-22 Budgeted	FY 2021-22 Actual	FY 2022-23 Budgeted
270200	7702	<b>CSA M-Lib 2</b>					
		Other Charges	\$58,620	\$1,047	\$196,248	\$1,028	\$56,731
		Expenditure Transfers	\$133,526	\$0	\$275,022	\$285,779	\$151,400
		<b>Total Expenditures</b>	\$192,146	\$1,047	<b>\$200,116*</b>	\$286,807	\$208,131
		Taxes Current Property	\$133,696	\$138,109	\$274,924	\$147,015	\$151,379
		Taxes Other Than Cur Prop	(\$175)	(\$185)	(\$295)	(\$481)	(\$377)
		Intergovernmental Revenue	\$5	\$752	\$393	\$757	\$398
		<b>Total Revenues</b>	\$133,526	\$138,675	<b>\$141,496*</b>	\$147,290	\$151,400
		Fund Balance	\$58,620	\$137,628	\$58,620*	(\$139,517)	\$56,731

Source: County Special Districts/Other Agencies Budget- Non Enterprise Sources / Uses by Unit

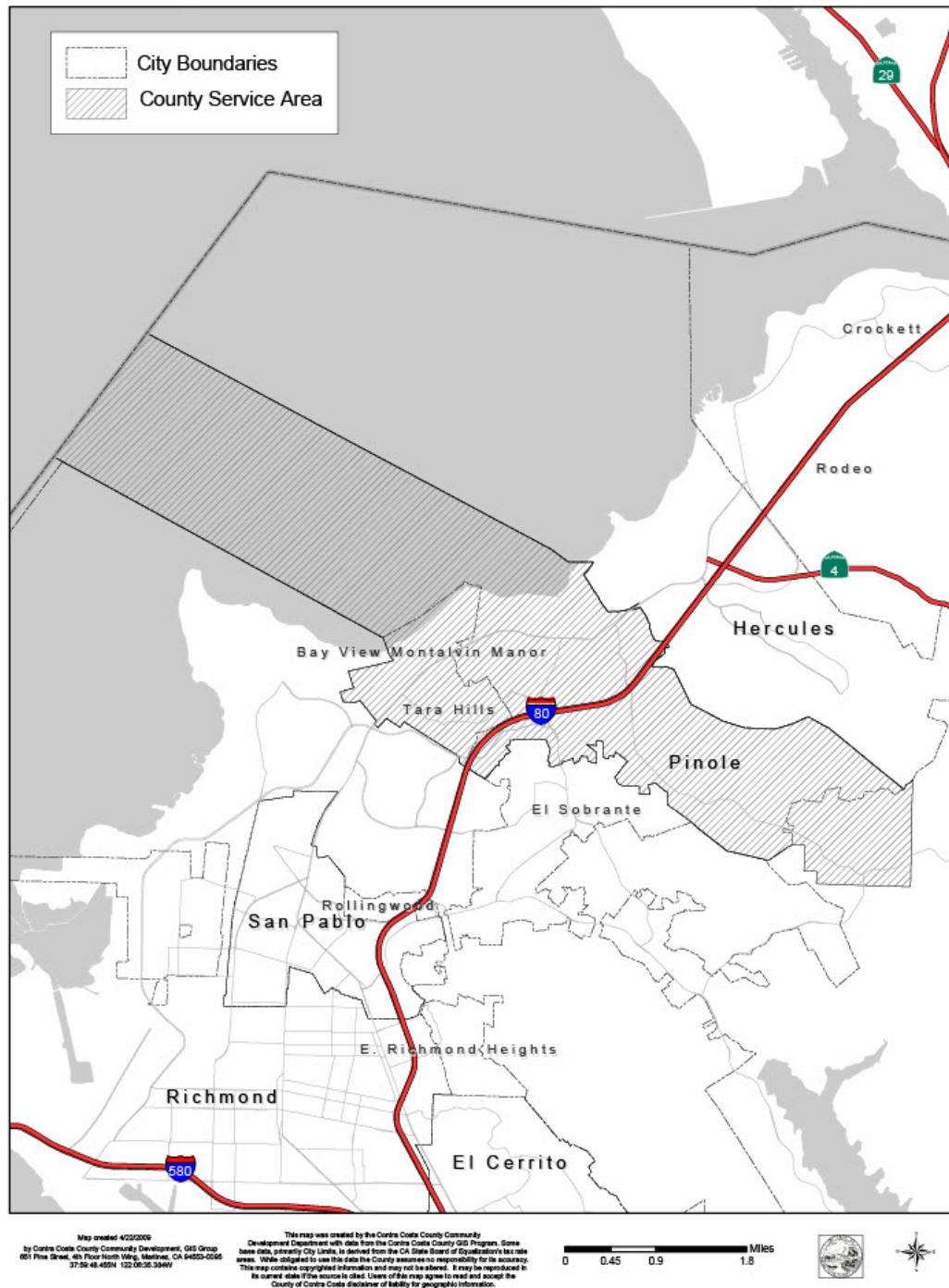
\*FY 2021-22 budgeted revenue and budget was corrected by County Library staff. The revenue projections are based on the last year's budget estimates. For revenue that typically posts in the first half of the fiscal year, year-to-date actuals from the County's budget software are multiplied by the CAO's projected revenue percentage. For revenue that accrues throughout the year, the previous year's actuals are used and adjusted by the same projected percentage.



### 2.3.2 CSA Lib-10 - City of Pinole

CSA Lib-10 provides funding for a library facility serving the City of Pinole and adjacent unincorporated areas of Bayview, Montalvin Manor, Tara Hills, and an area east of Pinole. The CSA funds a medium-large full service public library and services such as outreach to local schools. Funded by property taxes (99%) and reimbursements for homeowner exemptions (1%), the CSA's annual revenues were about \$1,500 in FY 2022-23.

**Figure 2-15: CSA Lib-10 - City of Pinole Boundary and SOI**



**Table 2-31: CSA LIB-10 City of Pinole Agency Overview**

<b>Formation</b>	
Agency Name	CSA LIB-10 City of Pinole
Formation Date	December 20, 1966
Principal Act	California GC §25210.1-25211.3
<b>Governance</b>	
Governing Body	Contra Costa County BOS
Board Meetings	Meetings are held on most Tuesdays at 9:00 a.m., those interested in attending need to consult the County website. Public meetings are at the County Administration Building located at 1025 Escobar Street Martinez, CA 94553
Staffing	Library Staffing
<b>Services</b>	
Services Provided	CSA LIB-10 provides funding for essential library services that cater to enhancing literacy, supporting educational pursuits, and fostering community engagement. These services include access to diverse collections of books and digital resources, along with various programs designed to benefit all community members.
Areas Served	CSA LIB-10 (City of Pinole): Covers the City of Pinole and adjacent unincorporated area including Tara Hills, Bayview, Montalvin Manor and a small area east of Pinole.

**Figure 2-16: Pinole Library Branch**

Source: <https://ccclib.org/locations/20/>

### Mission Statement

*“Bringing People and Ideas together.”<sup>61</sup>*

<sup>61</sup> <https://ccclib.org/wp-content/uploads/sites/72/2024/05/Contra-Costa-Strategic-Plan-Update-FINAL1.pdf>

## Formation

CSA LIB-10 was formed on December 20, 1966 as a dependent special district of the County. Its stated purpose was to provide funds for construction of a public library in the City of Pinole. The Pinole Library was constructed eight years later in 1974.

## Boundary & Sphere

The boundary area of the CSA is approximately 13.9 square miles, of which 6.6 square miles constitutes land area (as opposed to water area). It contains the City of Pinole and unincorporated areas to the west.

The SOI for CSA LIB-10 is coterminous with the CSA boundary and was last updated in 2013.

## Population

LIB-10 serves a population of 29,267.<sup>62</sup>

## Services Overview

The CCCL and City of Pinole are the two primary library service providers for the surrounding area. CCCL provides library services to the unincorporated communities and 18 of the 19 cities. The County provides library facility services at the County-owned libraries in unincorporated areas and cities of Antioch, Pinole, and Walnut Creek (Ygnacio Valley Library). The Pinole Library is within the CCL system.

CSA LIB-10 provides funding for essential library services that cater to enhancing literacy, supporting educational pursuits, and fostering community engagement for the Pinole Library. These services include access to diverse collections of books and digital resources, along with various programs designed to benefit all community members. The Pinole Library is 17,098 square feet in size, with 107 seats and 10 public internet terminals. Square footage per 1,000 residents in the service area amounts to 604. By comparison, the County Library as a whole offers 352 square feet per 1,000 residents.

## Infrastructure

CSA LIB-10 is a funding mechanism for the Pinole Library, and as such does not own infrastructure. As the primary beneficiary of CSA LIB-2's funding, the Pinole Library is maintained and operated by the CCCL system.

## Government Structure & Advisory Committees

The governing body of CSA LIB-10 is the Contra Costa County BOS, as is common for dependent special districts in California, where county governance provides oversight. This structure is supported by practices outlined in the California GC §25210.1 et seq., which details the provisions for CSAs, including governance, formation, and powers. In this capacity, the Board oversees financial and operational policies, budget approvals, assessments, and the prioritization of projects within CSA LIB-10's jurisdiction.

As an extension of the CCCL system, the CCCL Commission is the advisory committee for CSA LIB-10. The CCCL Commission was established to serve in an advisory capacity to the BOS and the County Librarian. Further details on the CCL Commission are included in CSA LIB-2.

## Management & Staffing

As a dependent special district within Contra Costa County, CSA LIB-10 operates within the framework of county governance, with a focus on funding library services for the City of Pinole and surrounding unincorporated areas. This CSA does not have its own staff for the daily management or operational tasks

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<sup>62</sup> Contra Costa LAFCO 2020 Census and DCD Analysis (Block Calc Method)

of the library it supports. Instead, CSA LIB-10 utilizes the resources and departments of Contra Costa County to oversee and implement the library services it finances. This approach enables CSA LIB-10 to benefit from the county's comprehensive expertise and infrastructure without the necessity of maintaining an independent administrative or operational team.

Management and strategic oversight of CSA LIB-10 are under the purview of the Contra Costa County BOS. The Board acts as the governing body for CSA LIB-2, ensuring that its funding and service provision align with the county's wider objectives, community needs, and regulatory requirements. This governance model ensures that CSA LIB-2's mission to enhance library services in El Sobrante is integrated with the county's broader goals, facilitating effective and efficient library service delivery to the community.

### **Accountability & Capacity to Provide Services & Capital Needs**

CSA LIB-10 operates under the governance of the Contra Costa County BOS, ensuring its integration with the county's library system objectives. It upholds financial accountability through regular audits and leverages performance evaluations to ensure effective library service delivery. Audits are part of a comprehensive approach to uphold transparency and prudence in financial management, ensuring resources are allocated effectively to library services. Performance evaluations and infrastructure assessments are routine, aiming to optimize efficiency and effectiveness in delivering library services to the community of Pinole.

While CSA LIB-10 does not directly manage staff or day-to-day library operations, it operates within a defined management structure, with strategic oversight provided by the County BOS and operational coordination by the County Librarian ensuring that CSA LIB-2's funding directly supports the Pinole Library's needs. Feedback through the public website and social media is encouraged, providing channels such as for patrons to contribute to the library's ability to address concerns and provide effective customer service. This governance and operational model ensures CSA LIB-10 is able to provide library services while maintaining transparency and responsiveness to the Pinole community.

The primary purpose of CSA LIB-10 is to act as a dedicated funding source for the Pinole Library, ensuring the provision of vital library services to the community of Pinole. Established to respond to the community's demand for enhanced library services, CSA LIB-10 utilizes property tax revenues to finance the construction, maintenance, and potential expansion of the Pinole Library. This strategic investment provides the ability for the library to offer a range of educational, informational, and cultural resources. The library, owned and operated by the CCCL system, benefits directly from the financial support of CSA LIB-10, showcasing the CSA's role in fostering literacy, lifelong learning and community engagement in Pinole. Through this funding mechanism, CSA LIB-10 ensures that the library remains a well-equipped, accessible space for all community members.

### **Infrastructure Needs**

Given the specific focus of CSA LIB-10 on funding library services rather than owning or directly managing physical infrastructure, it operates without the typical infrastructure needs associated with other types of service districts. The Pinole Library, as the primary beneficiary of CSA LIB-10's funding, is maintained and operated by the CCCL system, which oversees its physical infrastructure. As a result, CSA LIB-10 itself does not face direct infrastructure challenges, allowing it to concentrate on securing and providing financial resources to support the library's operations and services within the community.

It has been noted by the County that the Pinole Library has significantly deferred annual maintenance.<sup>63</sup> Maintenance that has been identified for this library facility include replacing out of date plumbing, replacing data and electrical systems, HVAC improvements, and upgrading data and electrical systems. Addressing these deferred maintenance needs will create more uplifted and inviting spaces, put into place systems, fixtures and technology that will use the public's money more efficiently, ensure the long-term stability of the facilities, and support library patrons' current technology needs.

CCCL received state grant money from the Building Forward Library Facilities Improvement Program in 2021 to address some of the deferred maintenance at the Pinole Library.<sup>64</sup> In 2022, the BOS also allocated \$4 million of Measure X sales tax dollars to address deferred maintenance in county-owned library facilities. The grant and Measure X dollars will fund several projects including replacing the HVAC systems, replacing the roof, electrical services upgrades, lighting improvements and painting.

### Shared Facilities & Cooperation

The Pinole Library is one of 26 in the County. CCCL offers materials access from multiple other library systems through the Link-Plus interlibrary loan program. CCCL offers its library patrons not only access to its own combined collection but also access to collections of other municipal library systems (e.g., San Francisco and Sacramento) and collegiate libraries.

### Financing & Budget

CSA Lib-10 is funded by property taxes (99%) and reimbursements for homeowner exemptions (1%). The CSA's annual revenues were approximately \$1,500 in 2022-23. The following table shows the multi-year breakdown of revenues and expenditures for CSA LIB-10.

**Table 2-32: CSA Lib-10 Pinole 2020-23 Budgets**

Fund	Dept.	Expense/ Revenue	FY 2020-21 Budgeted	FY 2020-21 Actual	FY 2021-22 Budgeted	FY 2021-22 Actual	FY 2022-23 Budgeted
271000	7710	<b>CSA Lib-10</b>					
		Other Charges	\$1,581	\$11	\$2,981	\$10	\$1,562
		Expenditure Transfers	\$1,373	\$0	\$2,813	\$2,885	\$1,500
		<b>Total Expenditures</b>	\$2,954	\$11	\$5,794*	\$2,895	\$3,062
		Taxes Current Property	\$1,375	\$1,472	\$2,812	\$1,406	\$1,500
		Taxes Other Than Cur Prop	(-\$2)	(-\$2)	(-\$3)	(-\$5)	(-\$4)
		Intergovernmental Revenue	\$0	\$8	\$4	\$8	\$4
		<b>Total Revenues</b>	\$1,373	\$1,411	\$2,813*	\$1,475	\$1,500
		Fund Balance	(-\$1,581)	\$1,400	(-\$2,981)	(-\$1,420)	(-\$1,562)

Source: County Special Districts/Other Agencies Budget- Non Enterprise Sources / Uses by Unit

\*FY 2021-22 budgeted revenue and budget was corrected by County Library staff. The revenue projections are based on the last year's budget estimates. For revenue that typically posts in the first half of the fiscal year, year-to-date actuals from the County's budget software are multiplied by the CAO's projected revenue percentage. For revenue that accrues throughout the year, the previous year's actuals are used and adjusted by the same projected percentage.

<sup>63</sup> [http://64.166.146.245/docs/2022/BOS/20220222\\_1959/48469\\_A.6%20Library%20Building%20Improvements.pdf](http://64.166.146.245/docs/2022/BOS/20220222_1959/48469_A.6%20Library%20Building%20Improvements.pdf)

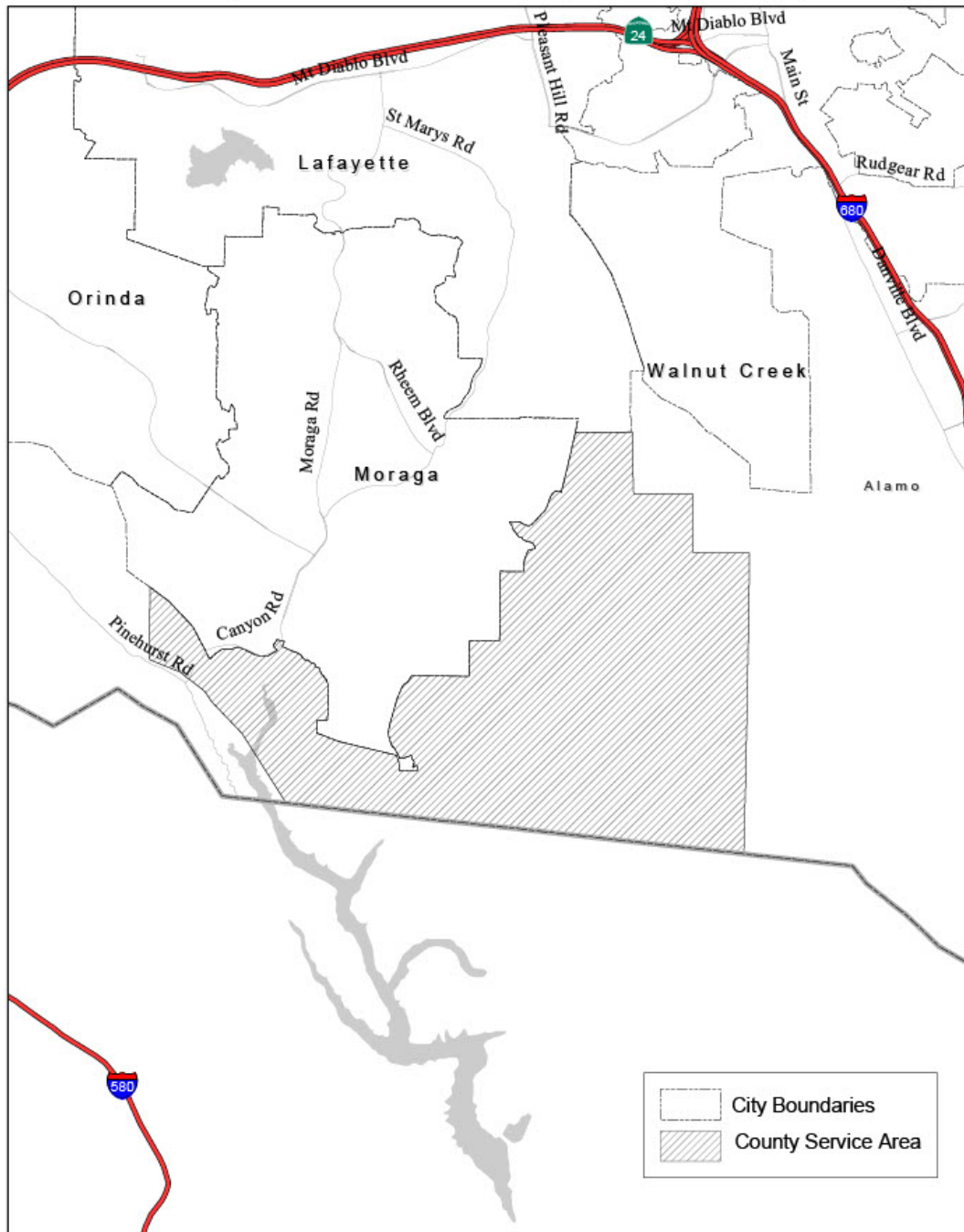
<sup>64</sup> <https://richmondstandard.com/uncategorized/2022/10/14/pinole-library-poised-for-upgrades-courtesy-of-recent-funding/>



### 2.3.3 CSA Lib-12 - Moraga

CSA Lib-12 provides funding for a library facility serving the unincorporated areas south and east of the Town of Moraga. The CSA funds a small-medium full service public library and services such as outreach to local schools. Funded by property taxes (99%) and reimbursements for homeowner exemptions (1%), the CSA's annual revenues were about \$11,656 in FY 2022-23.

**Figure 2-17: CSA Lib-12 - Moraga Boundary and SOI**



Map created 4/22/2009  
by Contra Costa County Community Development, GIS Group  
661 Pine Street, 4th Floor North Wing, Martinez, CA 94533-0095  
37.5545 -122.3535 (NAD83)

This map was created by the Contra Costa County Community Development Department with data from the Contra Costa County GIS Program. Some base data, primarily City Limits, is derived from the CA State Board of Equalization's tax rate areas. While obligated to use this data the County assumes no responsibility for its accuracy. This map contains copyrighted information and may not be altered. It may be reproduced in its current state if the source is cited. Users of this map agree to read and accept the County of Contra Costa disclaimer of liability for geographic information.

0 0.3 0.6 1.2 Miles



**Table 2-33: CSA Lib-12 Moraga Agency Overview**

<b>Formation</b>	
Agency Name	CSA LIB-12 Town of Moraga
Formation Date	1969
Principal Act	California GC §25210.1-25211.3
<b>Governance</b>	
Governing Body	Contra Costa County BOS
Board Meetings	Meetings are held on most Tuesdays at 9:00 a.m., those interested in attending need to consult the County website. Public meetings are at the County Administration Building located at 1025 Escobar Street Martinez, CA 94553
Staffing	Library Staffing
<b>Services</b>	
Services Provided	CSA LIB-12 provides funding for essential library services that cater to enhancing literacy, supporting educational pursuits, and fostering community engagement. These services include access to diverse collections of books and digital resources, along with various programs designed to benefit all community members.
Areas Served	CSA LIB-12 (Moraga): Encompasses an unincorporated area south and east of the Town of Moraga.

**Figure 2-18: Moraga Library Branch**

Source: <https://ccclib.org/locations/15/>

### **Mission Statement**

*“Bringing People and Ideas together.”<sup>65</sup>*

<sup>65</sup> <https://ccclib.org/wp-content/uploads/sites/72/2024/05/Contra-Costa-Strategic-Plan-Update-FINAL1.pdf>



**Formation**

CSA LIB-12 was formed in 1969 as a dependent special district of the County and serves unincorporated areas south and east of the Town of Moraga.

**Boundary & Sphere**

The boundary area of the CSA is approximately 8.3 square miles. The SOI for CSA LIB-12 is coterminous with the boundary of the CSA.

**Population**

LIB-12 serves a population of 17,320.<sup>66</sup>

**Services Overview**

The CCCL and the Town of Moraga are the two primary library service providers for the surrounding area. CCCL provides library services to the unincorporated communities and 18 of the 19 cities. The County provides library facility services at the County-owned libraries in unincorporated areas and cities of Antioch, Pinole, and Walnut Creek (Ygnacio Valley). The Moraga Library is within the CCCL system.

CSA LIB-12 provides library financing for extended library facilities and services in the unincorporated area to the south and east of the Town of Moraga. The Moraga Library is a small-medium full service public library and as such conducts outreach to local schools. This library location is open and available to any member of the public regardless of location.

**Infrastructure**

CSA LIB-12 is a funding mechanism for the Moraga Library, and as such does not own infrastructure. As the primary beneficiary of CSA LIB-12's funding, the Moraga Library is maintained and operated by the CCCL system.

**Government Structure & Advisory Committees**

The governing body of CSA LIB-12 is the Contra Costa County BOS as is common for dependent special districts in California, where county governance provides oversight. This structure is supported by practices outlined in the California GC §25210.1 et seq., which details the provisions for CSAs, including governance, formation, and powers. In this capacity, the Board oversees financial and operational policies, budget approvals, assessments, and the prioritization of projects within CSA LIB-12's jurisdiction.

As an extension of the CCCL system, the CCCL Commission is the advisory committee for CSA LIB-12. The CCCL Commission was established to serve in an advisory capacity to the BOS and the County Librarian. Further details on the CCL Commission are included in CSA LIB-2.

**Management & Staffing**

As a dependent special district under the jurisdiction of Contra Costa County and the County Librarians, its operations are closely integrated with county governance. The CSA does not directly employ staff for day-to-day operations or maintenance activities; instead, it relies on the county's resources and departments to manage the services it finances. The oversight and strategic direction for CSA 12 are provided by the County BOS, acting as the governing body, which ensures that the district's objectives

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<sup>66</sup> Contra Costa LAFCO 2020 Census and DCD Analysis (Block Calc Method)

align with broader county priorities and regulations.

Management and strategic oversight of CSA LIB-12 are under the purview of the Contra Costa County BOS. The Board acts as the governing body for CSA LIB-2, ensuring that its funding and service provision align with the county's wider objectives, community needs, and regulatory requirements. This governance model ensures that CSA LIB-12's mission to enhance library services in Moraga is integrated with the County's broader goals, facilitating effective and efficient library service delivery to the community.

### **Accountability & Capacity to Provide Services & Capital Needs**

CSA LIB-12 operates under the governance of the Contra Costa County BOS, ensuring its integration with the county's library system objectives. It upholds financial accountability through regular audits and leverages performance evaluations to ensure effective library service delivery. Audits are part of a comprehensive approach to uphold transparency and prudence in financial management, ensuring resources are allocated effectively to library services. Performance evaluations and infrastructure assessments are routine, aiming to optimize efficiency and effectiveness in delivering library services to the community of Moraga.

While CSA LIB-12 does not directly manage staff or day-to-day library operations, it operates within a defined management structure, with strategic oversight provided by the County BOS and operational coordination by the County Librarian ensuring that CSA LIB-12's funding directly supports the Moraga Library's needs. Feedback through the public website and social media is encouraged, providing channels such as for patrons to contribute to the library's ability to address concerns and provide effective customer service. This governance and operational model ensures CSA LIB-12 is able to provide library services while maintaining transparency and responsiveness to the Moraga community.

The primary purpose of CSA LIB-12 is to act as a dedicated funding source for the Moraga Library, ensuring the provision of vital library services to the community of Moraga. Established to respond to the community's demand for enhanced library services, CSA LIB-12 utilizes property tax revenues to finance the construction, maintenance, and potential expansion of the Moraga Library. This strategic investment provides the ability for the library to offer a range of educational, informational, and cultural resources. The library, owned and operated by the CCCL system, benefits directly from the financial support of CSA LIB-12, showcasing the CSA's role in fostering literacy, lifelong learning and community engagement in Moraga. Through this funding mechanism, CSA LIB-12 ensures that the library remains a well-equipped, accessible space for all community members.

### **Infrastructure Needs**

Given the specific focus of CSA LIB-12 on funding library services rather than owning or directly managing physical infrastructure, it operates without the typical infrastructure needs associated with other types of service districts. The Moraga Library, as the primary beneficiary of CSA LIB-12's funding, is maintained and operated by the CCCL system, which oversees its physical infrastructure. As a result, CSA LIB-12 itself does not face direct infrastructure challenges, allowing it to concentrate on securing and providing financial resources to support the library's operations and services within the community.

Some interior improvements were performed on the Moraga Library in Summer 2023.<sup>67</sup> Improvements to the library included new carpet, relocating, and replacing the service desk, a new lounge area and marketplace, and resetting the bookshelves to improve accessibility. This also included new furniture in several areas of the library. Funding for the renovations were provided by the Town of Moraga and the

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<sup>67</sup> <https://ccclib.org/news/moraga-library-closing-for-10-week-interior-improvement-project/>

Friends of the Moraga Library.

### Shared Facilities & Cooperation

The Moraga Library is one of 26 in the County. CCCL offers materials access from multiple other library systems through the Link-Plus interlibrary loan program. CCCL offers its library patrons not only access to its own combined collection but also access to collections of other municipal library systems (e.g., San Francisco and Sacramento) and collegiate libraries.

### Financing & Budget

CSA Lib-12 is funded by property taxes (99%) and reimbursements for homeowner exemptions (1%), the CSA's annual revenues were about \$11,656 in 2022-23. The budget in the following table indicates that the annual budgets adopted by the BOS for the CSA routinely allocates several thousand dollars more than what is used by the CSA in its actual budget. There could be a number of reasons for this including delayed projects due to bidding, grants funds, limited staff to complete budgeted projects, etc.

**Table 2-34: Lib-12 Town of Moraga 2020-23 Budgets**

Fund	Dept.	Expense/ Revenue	FY 2020-21 Budgeted	FY 2020-21 Actual	FY 2021-22 Budgeted	FY 2021-22 Actual	FY 2022-23 Budgeted
271200	7712	<b>CSA Lib-12</b>					
		Other Charges	\$10,491	\$88	\$22,147	\$86	\$10,332
		Expenditure Transfers	\$11,656	\$0	\$23,643	\$24,069	\$12,700
		<b>Total Expenditures</b>	\$22,147	\$88	\$45,790	\$24,155*	\$23,032
		Taxes Current Property	\$11,672	\$11,697	\$23,637	\$12,318	\$12,699
		Taxes Other Than Cur Prop	(-\$16)	(-\$16)	(-\$26)	(-\$40)	(-\$31)
		Intergovernme- ntal Revenue	\$0	\$63	\$32	\$63	\$32
		<b>Total Revenues</b>	\$11,656	\$11,744	\$23,643	\$12,341*	\$12,700
		Fund Balance	(-\$10,491)	\$11,656	(-\$22,147)	(-\$11,814)	(-\$10,332)

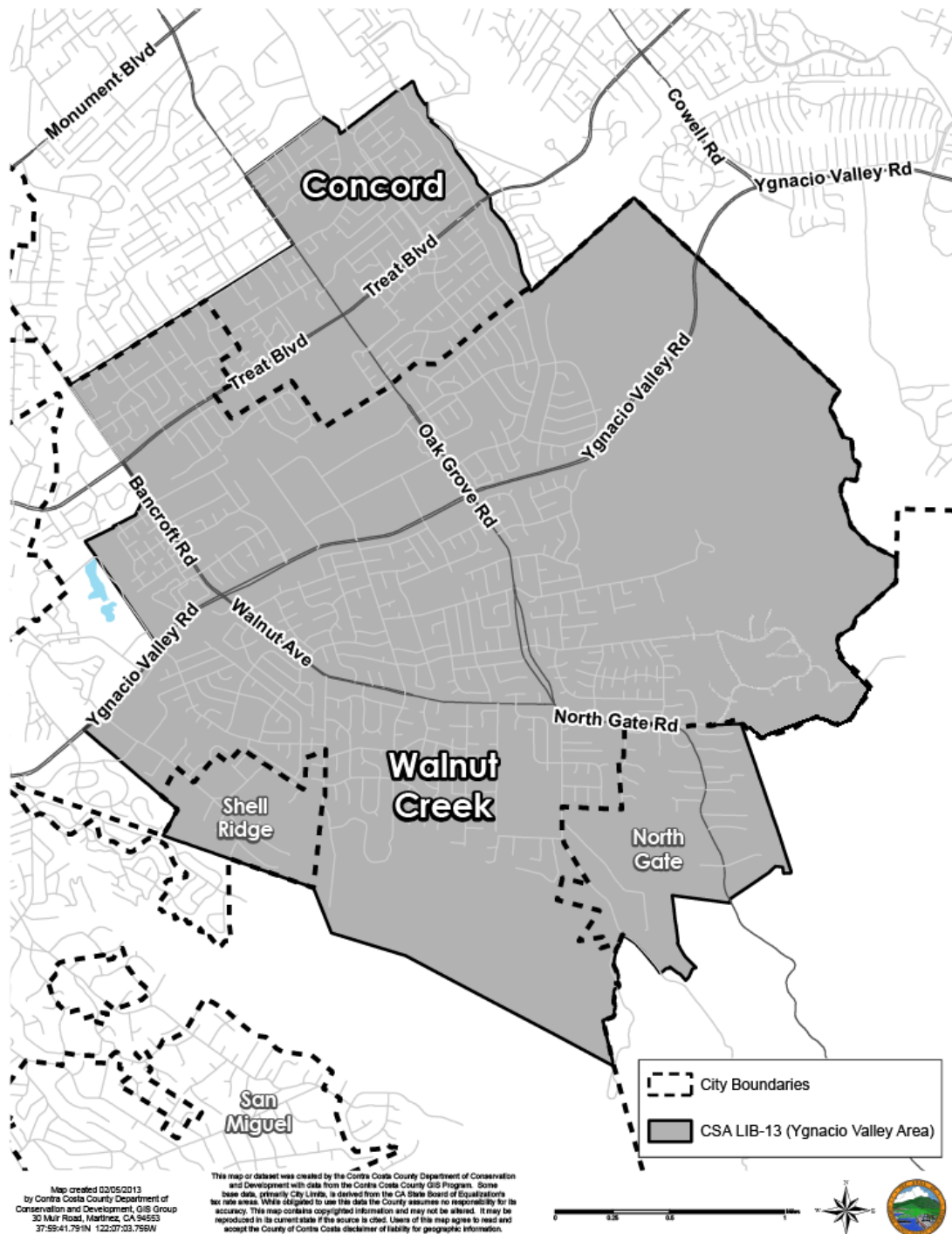
Source: County Special Districts/Other Agencies Budget- Non Enterprise Sources / Uses by Unit

\*FY 2021-22 budgeted revenue and budget was corrected by County Library staff. The revenue projections are based on the last year's budget estimates. For revenue that typically posts in the first half of the fiscal year, year-to-date actuals from the County's budget software are multiplied by the CAO's projected revenue percentage. For revenue that accrues throughout the year, the previous year's actuals are used and adjusted by the same projected percentage.

### 2.3.4 CSA Lib-13 - Concord, Walnut Creek & Ygnacio Valley

CSA Lib-13 provides library financing for extended library facilities and services for portions of the cities of Walnut Creek and Concord, and unincorporated areas including Northgate and Shell Ridge. Specifically, the CSA funds a small-medium full service public library and services such as outreach to local schools. Funded by property taxes (99%) and reimbursements for homeowner exemptions (1%). The CSA's annual revenues were about \$166,141 in FY 2022-23.

**Figure 2-19: CSA Lib-13 - Concord, Walnut Creek & Ygnacio Valley Boundary and SOI**  
**Rancho Paraiso Area SOI Expansion of Community Service Area LIB-13 Ygnacio Valley Area**



**Table 2-3536: Lib-13 Agency Overview**

<b>Formation</b>	
Agency Name	LIB-13 Concord, Walnut Creek & Ygnacio Valley
Formation Date	December 1, 1970
Principal Act	California GC §25210.1-25211.3
<b>Governance</b>	
Governing Body	Contra Costa County BOS
Board Meetings	Meetings are held on most Tuesdays at 9:00 a.m., those interested in attending need to consult the County website. Public meetings are at the County Administration Building located at 1025 Escobar Street Martinez, CA 94553
Staffing	Library Staffing
<b>Services</b>	
Services Provided	CSA LIB-13 provides funding for essential library services that cater to enhancing literacy, supporting educational pursuits, and fostering community engagement. These services include access to diverse collections of books and digital resources, along with various programs designed to benefit all community members.
Areas Served	CSA LIB-13 (Concord/Walnut Creek & Ygnacio Valley): Serves portions of Walnut Creek, Concord, the North Gate unincorporated area and northern Shell Ridge.

**Figure 2-20: Ygnacio Valley Library Branch**

Source: <https://ccclib.org/locations/27/>

### **Mission Statement**

*“Bringing People and Ideas together.”<sup>68</sup>*

<sup>68</sup> <https://ccclib.org/wp-content/uploads/sites/72/2024/05/Contra-Costa-Strategic-Plan-Update-FINAL1.pdf>



## Formation

CSA LIB-13 was formed on December 1, 1970 as a dependent special district of the County.

## Boundary & Sphere

The boundary area of the CSA is approximately 9.0 square miles. The SOI for CSA LIB-13 is coterminous with the boundary of the CSA. The area encompasses portions of the cities of Walnut Creek and Concord and the nearby North Gate and Shell Ridge unincorporated areas.

## Population

LIB-13 serves a population of 25,354.<sup>69</sup>

## Services Overview

The CCCL and cities of Concord and Walnut Creek are the two primary library service providers for the subject area. CCCL provides library services to the unincorporated communities and 18 of the 19 cities. The County provides library facility services at the County-owned libraries in unincorporated areas and cities of Antioch, Pinole, and Walnut Creek (Ygnacio Valley Library). The Ygnacio Valley Library is within the CCCL system.

CSA LIB-13 provides financing for library services in Walnut Creek, Concord, North Gate, and Shell Ridge areas. The Ygnacio Valley Library is a medium-large full service public library and as such conducts outreach to local schools. The Ygnacio Valley Library is open and available to any member of the public regardless of location.

## Infrastructure

CSA LIB-13 is a funding mechanism for the Ygnacio Valley Library, and as such does not own infrastructure. As the primary beneficiary of CSA LIB-13's funding, the Ygnacio Valley Library is maintained and operated by the CCCL system.

## Government Structure & Advisory Committees

The governing body of CSA LIB-13 is the Contra Costa County BOS as is common for dependent special districts in California, where county governance provides oversight. This structure is supported by practices outlined in the California GC §25210.1 et seq., which details the provisions for CSAs, including governance, formation, and powers. In this capacity, the Board oversees financial and operational policies, budget approvals, assessments, and the prioritization of projects within CSA LIB-13's jurisdiction.

As an extension of the CCCL system, the CCCL Commission is the advisory committee for CSA LIB-13. The CCCL Commission was established to serve in an advisory capacity to the BOS and the County Librarian. Further details on the CCL Commission are included in CSA LIB-2.

## Management & Staffing

The governing body of CSA LIB-13 is the Contra Costa County BOS, as is common for dependent special districts in California, where county governance provides oversight. This structure is supported by practices outlined in the California GC §25210.1 et seq., which details the provisions for CSAs, including governance, formation, and powers. In this capacity, the Board oversees financial and operational policies,

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<sup>69</sup> Contra Costa LAFCO 2020 Census and DCD Analysis (Block Calc Method)

budget approvals, assessments, and the prioritization of projects within CSA LIB-13's jurisdiction.

### **Accountability & Capacity to Provide Services & Capital Needs**

CSA LIB-13 operates under the governance of the Contra Costa County BOS, ensuring its integration with the county's library system objectives. It upholds financial accountability through regular audits and leverages performance evaluations to ensure effective library service delivery. Audits are part of a comprehensive approach to uphold transparency and prudence in financial management, ensuring resources are allocated effectively to library services. Performance evaluations and infrastructure assessments are routine, aiming to optimize efficiency and effectiveness in delivering library services to the community of Ygnacio Valley.

While CSA LIB-13 does not directly manage staff or day-to-day library operations, it operates within a defined management structure, with strategic oversight provided by the County BOS and operational coordination by the County Librarian ensuring that CSA LIB-13's funding directly supports the Ygnacio Valley Library's needs. Feedback through the public website and social media is encouraged, providing channels such as for patrons to contribute to the library's ability to address concerns and provide effective customer service. This governance and operational model ensures CSA LIB-13 is able to provide library services while maintaining transparency and responsiveness to the Ygnacio Valley community.

The primary purpose of CSA LIB-13 is to act as a dedicated funding source for the Ygnacio Valley Library, ensuring the provision of vital library services to the community of Ygnacio Valley. Established to respond to the community's demand for enhanced library services, CSA LIB-13 utilizes property tax revenues to finance the construction, maintenance, and potential expansion of the Ygnacio Valley Library. This strategic investment provides the ability for the library to offer a range of educational, informational, and cultural resources. The library, owned and operated by the CCCL system, benefits directly from the financial support of CSA LIB-13, showcasing the CSA's role in fostering literacy, lifelong learning and community engagement in Ygnacio Valley. Through this funding mechanism, CSA LIB-13 ensures that the library remains a well-equipped, accessible space for all community members.

### **Infrastructure Needs**

Given the specific focus of CSA LIB-13 on funding library services rather than owning or directly managing physical infrastructure, it operates without the typical infrastructure needs associated with other types of service districts. The Ygnacio Valley Library, as the primary beneficiary of CSA LIB-13's funding, is maintained and operated by the CCCL system, which oversees its physical infrastructure. As a result, CSA LIB-13 itself does not face direct infrastructure challenges, allowing it to concentrate on securing and providing financial resources to support the library's operations and services within the community.

It has been noted by the County that the Ygnacio Valley Library has significantly deferred annual maintenance.<sup>70</sup> Maintenance that has been identified for this library facility include replacing out of date plumbing, data and electrical systems, HVAC improvements, and upgrading data and electrical systems. In 2022, the BOS allocated \$4 million of Measure X sales tax dollars to address deferred maintenance in county-owned library facilities. Addressing these deferred maintenance needs will create more uplifted and inviting spaces, put into place systems, fixtures and technology that will use the public's money more efficiently, ensure the long-term stability of the facilities, and support library patrons' current technology needs.

### **Shared Facilities & Cooperation**

The Ygnacio Valley Library is one of 26 in the County. CCCL offers materials access from multiple other

<sup>70</sup> [http://64.166.146.245/docs/2022/BOS/20220222\\_1959/48469\\_A.6%20Library%20Building%20Improvements.pdf](http://64.166.146.245/docs/2022/BOS/20220222_1959/48469_A.6%20Library%20Building%20Improvements.pdf)



library systems through the Link-Plus interlibrary loan program. CCCL offers its library patrons not only access to its own combined collection but also access to collections of other municipal library systems (e.g., San Francisco and Sacramento) and collegiate libraries.

### Financing & Budget

CSA Lib-13 is funded by property taxes (99%) and reimbursements for homeowner exemptions (1%), the CSA's annual revenues were approximately \$166,141 in 2022-23. The budget in the following table indicates that the annual budgets adopted by the BOS for the CSA routinely allocates tens of thousand dollars more than what is used by the CSA in its actual budget. There could be a number of reasons for this including delayed projects due to bidding, grants funds, limited staff to complete budgeted projects, etc.

**Table 2-376: CSA-Lib 13 Concord, Walnut Creek & Ygnacio Valley 2020-23 Budget**

Fund	Dept.	Expense/ Revenue	FY 2020-21 Budgeted	FY 2020-21 Actual	FY 2021-22 Budgeted	FY 2021-22 Actual	FY 2022-23 Budgeted
271300	7713	<b>CSA Lib-13</b>					
		Other Charges	\$84,462	\$1,289	\$253,861	\$1,260	\$82,143
		Expenditure Transfers	\$166,141	\$0	\$340,280	\$350,864	\$185,400
		<b>Total Expenditures</b>	\$250,603	\$1,289	\$594,141*	\$352,124	\$267,543
		Taxes Current Property	\$166,358	\$169,989	\$340,166	\$180,070	\$185,377
		Taxes Other Than Cur Prop	(\$223)	(\$233)	(\$373)	(\$233)	(\$468)
		Use of Money & Property	\$6	\$0	\$481	\$0	\$0
		Intergovernme- ntal Revenue	\$0	\$934	\$6	\$934	\$491
		<b>Total Revenues</b>	\$166,141	\$180,406	\$340,280*	\$180,406	\$185,400
		Fund Balance	(\$84,462)	\$169,399	(\$253,861)	(\$171,718)	(\$82,143)

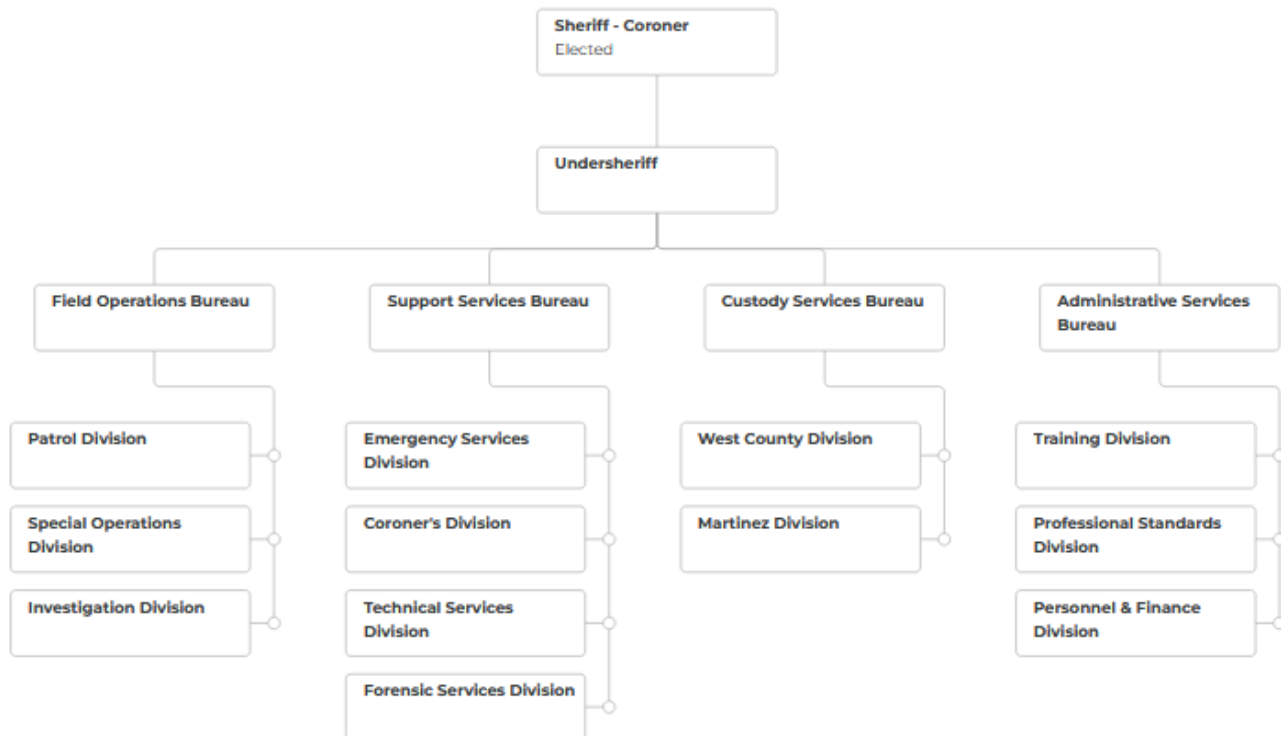
Source: County Special Districts/Other Agencies Budget- Non Enterprise Sources / Uses by Unit

\*FY 2021-22 budgeted revenue and budget was corrected by County Library staff. The revenue projections are based on the last year's budget estimates. For revenue that typically posts in the first half of the fiscal year, year-to-date actuals from the County's budget software are multiplied by the CAO's projected revenue percentage. For revenue that accrues throughout the year, the previous year's actuals are used and adjusted by the same projected percentage.

## 2.4 Law Enforcement

**Table 2-38: Law Enforcement Overview**

<b>Formation</b>	
Agency Names	CSA P-2 Police Protection, CSA P-5 Police Protection, and CSA P-6 Police Protection
<b>Services</b>	
Services Provided	CSA P-2, CSA P-5, and CSA P-6 provides municipal police services to unincorporated Contra Costa County communities
Areas Served	<p><b>CSA P-2 (Zone A-Blackhawk &amp; Zone B-Alamo):</b> Provides police protection for the unincorporated communities of Blackhawk, Alamo, and the unincorporated areas adjacent to Danville. Zone A-Blackhawk includes gated communities, the Blackhawk Country Club, and shopping centers. Zone B serves Alamo, a diverse community with residential, commercial, and open space areas.</p> <p><b>CSA P-5 (Round Hill):</b> Located on the east side of Alamo, this CSA funds law enforcement services for the Round Hill Country Club area.</p> <p><b>CSA P-6 (Unincorporated Areas):</b> A countywide district providing law enforcement services to most unincorporated areas, excluding those in the Kensington Police Protection and Community Services District.</p>
<b>Contact</b>	
Main Contact	Jad Keileh, Chief of Management Services
E-mail	<a href="mailto:JKeiloo1@so.cccounty.us">JKeiloo1@so.cccounty.us</a>
District Office Address	1850 Muir Road Martinez, CA 94553
Mailing Address	1850 Muir Road Martinez, CA 94553
Phone	(925) 655-0000
Website	<a href="https://www.cocosheriff.org/">https://www.cocosheriff.org/</a>

**Figure 2-21: Contra Costa Sheriff's Office (SO) Organizational Chart**

The Sheriff's Office (SO) comprises four bureaus and several divisions: Training, Professional Standards, Personnel & Finance, Patrol, Investigations, Special Operations Technical Services, Forensic Services, Coroner, Emergency Services, and Detention. There is also an Administrative Services Bureau which has 47 FTE staff and has a budget of \$27,450,575 in 2022-21. A breakdown of division budget and staffing is shown in the table below.<sup>71</sup>

**Table 2-39: Sheriff's Office Divisions, Budgets, and Staffing**

Division	FY 2020-21 Budget	FTE Staff
Patrol	\$59,304,897	262
Investigations	\$14,780,958	56
Technical Services	\$20,703,433	100
Forensic Services	\$16,405,780	64.5
Coroner	\$3,679,000	9.0
Emergency Services	\$8,053,000	16.0
Detention	\$95,882,000	423

Source: 2021 Performance Measure Report

The *Administrative Services Bureau* provides organizational planning, finance and personnel management to ensure that the SO attains all organizational goals and objectives. *Administrative Services* is responsible for development, monitoring, and auditing of the Office's budget, grants, contracts, procurement, purchasing, and Affirmative Action activities. This division manages personnel activities for the Office and includes the Internal Affairs Unit.

The *Patrol Division* provides timely, professional responses to calls for service and crime suppression using a highly visible pro-active patrol force. *Patrol* provides full (24-7) coverage to unincorporated areas. Most Patrol Deputies are assigned to service areas at staffing levels to provide appropriate coverage based on the

<sup>71</sup> <https://www.contracosta.ca.gov/798/Performance-Report-by-Department>

time of day and day of the week. The SO sets patrol coverages to address service area needs, as efficiently as possible. This is an ongoing challenge as law enforcement resources are reduced in response to budgetary reductions.

The *Investigations Division* conducts investigations in the county's unincorporated areas and special districts. Investigations provide follow-up to identify responsible parties for prosecution, and to recover stolen property on all reported felony offenses and certain misdemeanor offenses that occur in the CSA P-6 service area.

The *Technical Services Division* provides professional services and technical assistance to all Sheriff divisions, other governmental agencies and the public in the areas of communications (including dispatch, 9-1-1), management information services, and fleet services. *Technical Services* is the records repository, and processes all civil and criminal documents, as well as conducting financial investigations as directed by the court and within the guidelines mandated by law.

The *Forensic Services Division* provides scientific analysis of physical evidence, forensic consultation to local law enforcement agencies and the District Attorney's Office, as well as crime scene investigation services.

The *Coroner Division* investigates certain death in the County to determine the cause and manner of death.

The *Emergency Services Division* aids emergency response and governmental agencies and the public for natural and human-caused disasters. It oversees the Community Warning System, Mutual Aid, Homeland Security and Volunteer Services (Reserve Deputy Sheriffs), Search and Rescue, Sheriff's Chaplains, Dive Team, Food Services Unit, and Mutual Aid Mobile Field Support Team.

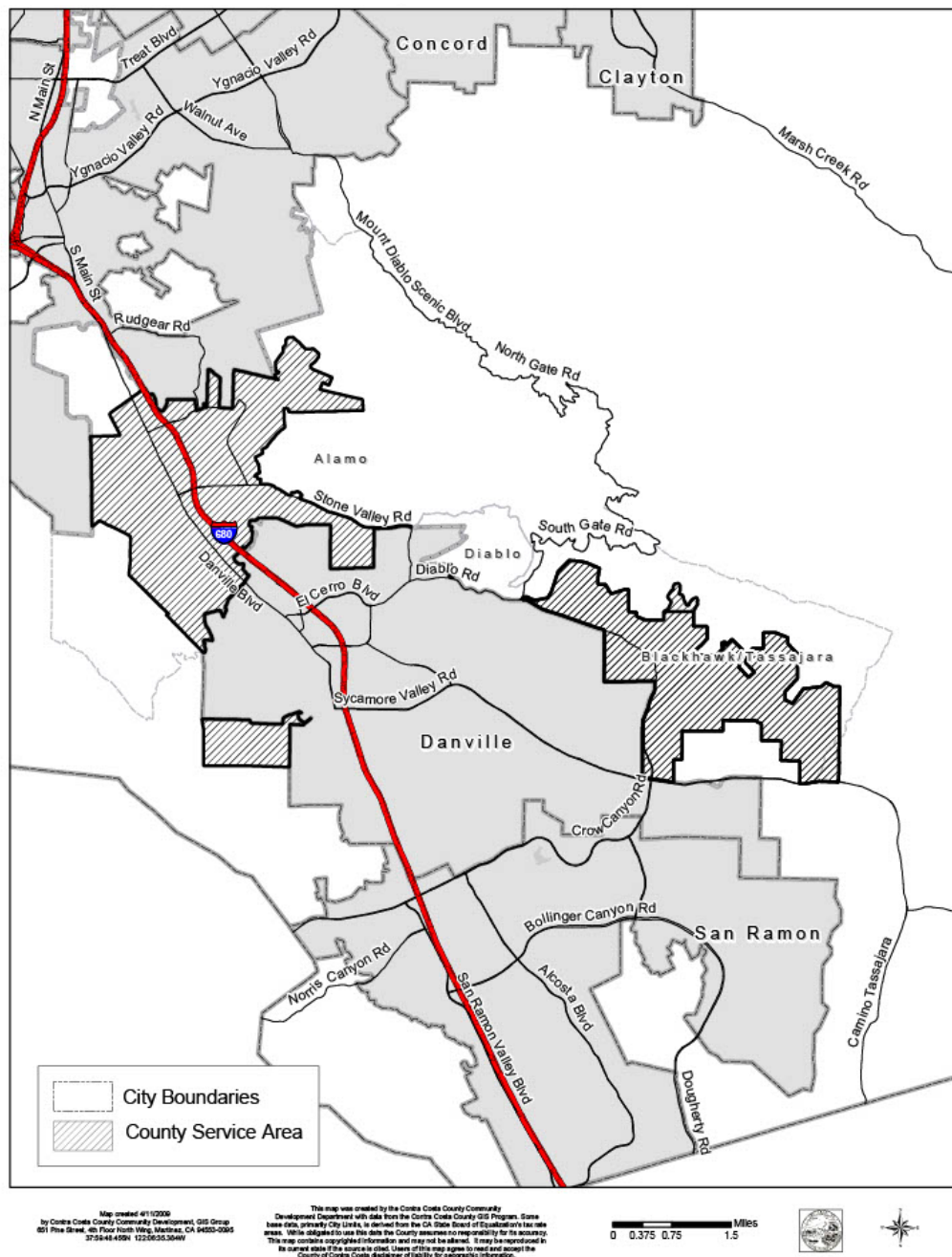
The *Detention Division* provides constitutionally safe and secure housing as well as the transportation of inmates who have been legally remanded or placed in the Sheriff's custody.

Alameda and Contra Costa counties established the East Bay Regional Communications System Authority (EBRCSA) as a Joint Powers Agency, with a radio communications system for first responders, homeland security, and emergency response agencies.

### 2.4.1 CSA P-2 Police Protection Zone A-Blackhawk and Zone B-Alamo

CSA P-2 provides enhanced law enforcement services to the unincorporated communities of Blackhawk, Alamo, and the unincorporated areas adjacent to Danville. Specifically, the CSA funds additional patrol services, community policing efforts, and specialized law enforcement units to ensure safety and security. Funded by property assessments within the service area and a portion of the Basic 1% Property Tax Allocation, the CSA's annual total revenues were approximately \$1,676,650 (\$1,381,550 for Zone A and \$295,100 for Zone B) in FY 2022-23.

**Figure 2-22: CSA P-2 Police Protection Boundary and SOI**



**Table 2-40: CSA P-2 Agency Overview**

<b>Formation</b>	
Agency Name	CSA P-2 Police Protection
Formation Date	1970
Principal Act	California GC §25210 et seq.
<b>Governance</b>	
Governing Body	Contra Costa County BOS
Board Meetings	Meetings are held on most Tuesdays at 9:00 a.m., although they are not held every Tuesday so those interested in attending need to consult the County website. Public meetings are at the County Administration Building located at 1025 Escobar Street Martinez, CA 94553
Staffing	Office of Sheriff Staffing plus one Resident Lieutenant and three Resident Deputies for Zone A and one Deputy for Zone B.
<b>Services</b>	
Services Provided	CSA P-2 provides municipal police services to several unincorporated communities of Contra Costa County.
Areas Served	<p>CSA P-2 (Zone A-Blackhawk): Provides police protection for Blackhawk, which includes gated communities, the Blackhawk Country Club, and shopping centers.</p> <p>CSA P-2 (Zone B-Alamo): Provides police protection for Alamo, a diverse community with residential, commercial, and open space areas.</p>

**Mission Statement**

*“The Office of the Sheriff works in partnership with our diverse community to safeguard the lives, rights, and property of the people we serve. With unwavering dedication, we provide innovative professional law enforcement services to our community. We accomplish this mission by maintaining our Core Values while always conducting ourselves with the highest ethical standards.”<sup>72</sup>*

**Formation**

CSA P-2 was formed in 1970 to provide enhanced police services to the central Alamo community and to central and western Danville. Blackhawk Country Club was annexed into the district in 1975. Central and West Danville were detached upon the successful incorporation of the Town of Danville in 1982, leaving two zones, central Alamo, Zone B; and Blackhawk Country Club, Zone A.

**Boundary & Sphere**

P-2 is an old County Service Area, formed in 1970. There are numerous outdated service boundaries that have not been addressed as subdivisions were approved. The original P-2 boundaries were the unincorporated communities of Alamo (south of Hillgrade Avenue and west of Round Hill Country Club) and the unincorporated community of Danville (north of El Capitan to Alamo and a north south line roughly west of Diablo Country Club). The driving force for district formation came from the unincorporated town of Danville, with six of the first seven Advisory Committee members coming from

<sup>72</sup> <https://www.cocosheriff.org/about-us/mission-statement>

Danville and only one from Alamo. In 1975, the community of Blackhawk was developed and desiring additional police services, annexed into the district. In 1982, the Town of Danville incorporated, detaching from CSA P-2 and leaving two non-contiguous areas of Alamo and Blackhawk as well as three non-contiguous remnant areas in Danville. The Board of Supervisors formed two zones, one for the community of Alamo and one for the community of Blackhawk, each with their own Citizens Advisory Committee as required by the ballot initiative which approved CSA P-2. These two zones remain, as CSA P-2 Zone B (Alamo) and CSA P-2 Zone A (Blackhawk). The three noncontiguous remnants of the original P-2 still remain in the Danville area as well.

The two main zones for CSA P-2 overlap with parts of the Blackhawk-Camino-Tassajara Census Designated Place (CDP) and Alamo CDP. Zone A covers Blackhawk, including six gated communities, the Blackhawk Country Club, and the Blackhawk Plaza shopping center. Zone B serves Alamo, a diverse community with residential, commercial, and open space areas.

The boundary for CSA P-2 Zone A – Blackhawk covers an area of 4.3 square miles coterminous to its SOI. It is 47% of the larger Blackhawk-Camino-Tassajara CDP's 9.3 square miles. Both the P-2 Zone A area and the remainder of Blackhawk-Camino Tassajara CDP (53% of the CDP) are within CSA P-6, the Countywide law enforcement services special district. The boundary for CSA P-2 in the Alamo area consists of 5.3 square miles coterminous with its SOI. This portion of CSA P-2 is 55% of the larger Alamo CDP which is 9.7 square miles. P-2 Zone B area and the remainder of Alamo CDP (45% of the CDP area) are within CSA P-6, the Countywide law enforcement services special district. Adjacent to P-2 Zone B, CSA P-5 (Round Hill) is also within Alamo CDP and Countywide CSA P-6.

Several boundary irregularities currently affect CSA P-2, Zone B service delivery. On Lunada Lane in North Alamo, several homes lie outside the Zone B boundary, while most are within it—requiring deputies to leave and re-enter P-2 territory to respond to service calls. In the upper Las Trampas neighborhood, several properties (though only accessible through P-2 territory) remain outside the district.

There is an additional undesignated zone in an unincorporated area adjacent to the Town (City) of Danville that covers 0.65 square miles of uninhabited land within the Las Trampas Regional Wilderness. The boundary for this portion of P-2 is coterminous with its SOI.

The last MSR for P-2 (Law Enforcement Services MSR 2011) recommended that P-2 Zone B be annexed by P-5 and dissolved. Since then, there have been talks between the two CSAs. According to County staff, there was a combined meeting between the two committees for P-2 Zone B and P-5 as recently as October 2024. The two committees continue to weigh the pros and cons and it is anticipated that they will vote about whether or not to combine services areas by mid 2025.

## Population

P-2 serves a population of 6,196.<sup>73</sup> Zone B of CSA P-2 has an estimated population of 7,618 (2,627 households at 2.9 persons per household).

## Services Overview

CSA P-2 provides enhanced law enforcement services to the unincorporated communities of Blackhawk, Alamo, and the unincorporated areas adjacent to Danville. Specifically, the CSA funds additional patrol services, community policing efforts, and specialized law enforcement units to ensure safety and security. The two main zones, CSA P-2 Zone B (Alamo) and CSA P-2 Zone A (Blackhawk), each receive approximately 0.48% of the original 1% property tax allocation established after Proposition 13 and each

<sup>73</sup> Contra Costa LAFCO 2020 Census and DCD Analysis (Block Calc Method)



zone with its own parcel tax, which has been increased by voters over the years. There are also three noncontiguous areas not included in zones located in a sparsely populated areas near Danville.

*CSA P-2, Zone A – the community of Blackhawk Country Club.*

For CSA P-2 Zone A - Blackhawk funding supports one Resident Lieutenant and three Resident Deputies, along with vehicles and other necessary supplies, to cater to the unique needs of the gated communities, the country club, and the shopping center.<sup>74</sup> Zone A's revenue sources include property taxes and annual assessments for residential and commercial property.

In 1990, the Blackhills neighborhood of Blackhawk was subdivided and annexed to County Service Area P-2 by LAFCO on 10/10/1990 and subsequently annexed to Zone A by the Board of Supervisors. This area of 35 homes is listed on LAFCO maps as “P-2A Only”. No property tax allocation from 1% property tax accrues to CSA P-2, Zone A. These homeowners do pay the P-2, Zone A parcel tax of \$444.60.

*CSA P-2, Zone B – the community of Alamo*

In CSA P-2 Zone B - Alamo funding supports one Resident Deputy, supporting a mix of residential, commercial, and open space areas. Zone B's financial structure encompasses property tax revenue and special assessments. Zone B Alamo has been a candidate for incorporation several times, with the latest effort in 2009. At the March 2009 Special Election, incorporation was defeated with 35.6% voting 'Yes' and 64.4% voting 'No.'

The Alamo Stonecastle neighborhood in CSA P-2, Zone B is in a similar situation to the Blackhills neighborhood in Zone A. As with Blackhills, the LAFCO map uses a distinct legend for Stonecastle, identifying it as “Zone B only.” Although this neighborhood does not contribute any property tax allocation to Zone B, it does pay the current \$67 parcel tax. This area is designated as Subdivision 7154, with LAFCO action recorded on August 13, 1997. It's important to note that a zone exists only as part of a County Service Area.

During the spring 2021 special election in CSA P-2, Zone B, the Alamo Stonecastle neighborhood was not included on the election map prepared by the Elections Department. Although these homes were paying the existing parcel tax and appeared to be within the service area, the Elections Department, after consulting with the County Administrator's Office (CAO), determined that the neighborhood was not part of the CSA and therefore excluded it from the election. Due to the short timeline to meet election deadlines, the issue was not pursued further, and as a result, the 18 affected homes did not receive ballots. However, following the election, which approved an increased parcel tax, these homes were still charged the higher tax despite not participating in the vote. This discrepancy should be formally reviewed and clarified by LAFCO and the County, similar to the resolution process used for the Blackhills neighborhood.

*No Zone Areas in the Danville Area*

Area 1 (westside Danville encompassing TRAs 66051 and 66034) – this large area was never developed and is now owned by East Bay Regional Park District and is part of the Las Trampas Regional Wilderness Area. It is uninhabited. No property tax is paid by the East Bay Parks District and no property tax accrues to CSA P-2 from these two TRAs. This area should be detached from CSA P-2.

Area 2 and Area 3 – are both in the unincorporated community of Diablo and both in the 66000 TRA. Area 2 contains three homes and Area 3 contains 2 homes. These vacant lots were considered to be part of unincorporated Danville at the time of the formation of CSA P-2 in 1970 and were included within its boundaries. These lots were later developed as part of the community of Diablo and therefore not included in the boundaries of the Town of Danville when it incorporated in 1982. A small amount of

property tax for CSA P-2 accrues from these properties and the County places it in Fund 265200. These homes pay taxes to and are inside, the Diablo Community Services District, which assesses its taxpayers a parcel tax for enhanced police services. These five homes should be detached from CSA P-2, and the property tax allocation and the fund balance given to Diablo Community Services District, which provides enhanced police services to these five homes.

Infrastructure

CSA P-2 is a funding mechanism for law enforcement in the Blackhawk, Alamo, and west Danville unincorporated areas. As a funding mechanism, it does not own infrastructure but rather contributes to the Office of Sheriffs capacity to patrol within its service boundaries. CSA P-5 funds one Resident Deputy, plus vehicles and other necessary supplies. P-2 Zone A funds one Resident Lieutenant and three Resident Deputies, plus vehicles and other necessary supplies. P-2 Zone B funds one resident Deputy, plus vehicles and other necessary supplies.

Government Structure & Advisory Committees

The governing body for Police Services CSAs provided by the Office of the Sheriff is the Contra Costa County BOS, as is common where county governance provides oversight. This structure is supported by practices outlined in the California GC §25210.1 et seq., which details the provisions for CSAs, including governance, formation and powers. In this capacity, the BOS oversees financial and operational policies, budget approvals, assessments, and the prioritization of projects within the scope of law enforcement services provided within the CSAs.

There is a seven-member Citizens Advisory Committee for Zone A (Blackhawk), and a seven-member Police Services Advisory Committee for Zone B (Alamo) which includes one member from the Alamo Municipal Advisory Council (MAC). Both committees have an additional alternate member. These committees convene monthly to offer recommendations and feedback on policing, ensuring that community needs and perspectives are communicated to law enforcement decision makers. P-2A (Blackhawk) Citizens Advisory Committee meetings are open to the public and are held on the 2nd Thursday of each month at 6:00 PM, at the Blackhawk Police Service District Office located at 1092 Eagle Nest Place. Zone B (Alamo). Police Services Advisory Committee meetings are at 5:30 p.m. on the first Monday of each month at Alamo Plaza, Suite 170-A.

Table 2-410: CSA P-2A Citizens Advisory Committee

Board Member	Title	Term Expiration
Andrew Cohan	Chair	2025
Bruce Gekko	Vice Chair	2025
Linda Kralik	Secretary	2024
Ron Banducci	Appointed	2024
William B. Lipsin	Appointed	2024
Linda A. Vaughn	Appointed	2025
Robert Durr	Appointed	2025
Vin Mathur	Alternate	2024

**Table 2-421: CSA P-2B Police Services Advisory Committee<sup>75</sup>**

Board Member	Title	Term Expiration
Ross Hillesheim	Chair	2024
Joe Rubay	Vice Chair	2024
Dr. Alden Harken	Secretary	2024
Christy Campbell	Appointed	2025
Karen McPherson	Appointed	2024
Larry Shields	Appointed	2025
Robert Brannan	Appointed	2025
Kirk Bennett	Alternate	2024

### Management & Staffing

Under Contra Costa County's jurisdiction, the operations of CSAs P-2 are closely integrated with county governance, ensuring services align with the broader county objectives and operational standards. These CSAs do not employ staff directly for day-to-day law enforcement operations. Instead, they function primarily as funding mechanisms, allocating resources to support specific law enforcement services. These services are delivered by Contra Costa County SO employees or through contracted service providers, ensuring professional law enforcement services are maintained across the areas covered by these CSAs. Administrative staffing for the District is provided by the Office of the Sheriff, specifically, the Finance Services Unit of the Administrative Services Bureau, which oversees the District budget process.

The management and oversight of these funds, as well as the coordination of law enforcement services, are administered by the Sheriff's Finance Services Unit. This facilitates the use of resources and ensures that the provision of law enforcement services is consistent with county policies and priorities. Additionally, this structure addresses the specific needs of each CSA's service area, tailoring law enforcement services to meet local needs and requirements.

P-2 Zone A funds one Resident Lieutenant and three Resident Deputies and P-2 Zone B funds one resident Deputy.<sup>76</sup>

### Accountability & Capacity to Provide Services & Capital Needs

The Contra Costa County BOS administers CSA governance and operational policies. Both the Zone A and Zone B Resident Lieutenants attend their respective Advisory Committees monthly meeting to keep the committees updated and to address any concerns.

CSAs for law enforcement services operate as a funding mechanism for police protection and emergency response provided by the Contra Costa Office of Sheriff. The SO has supervisors working throughout the agency who can address customer service issues on the spot on a 24/7 basis. In addition, customers can submit issues via the SO website at: <https://www.cocosheriff.org/community-information/citizen-complaint-form> and Blackhawk Police at 925-763-1018.

<sup>75</sup> [https://www.contracosta.ca.gov/AgendaCenter/ViewFile/Agenda/\\_04012024-6132](https://www.contracosta.ca.gov/AgendaCenter/ViewFile/Agenda/_04012024-6132)

**Table 2-42: Total of Customer Contacts for Blackhawk Filed 2020-24**

<b>FY</b>	<b>Total Calls for Blackhawk</b>
2020-21	3,397
2021-22	4,067
2022-23	3,509
2023-24 (to date)	2,378
<b>TOTAL</b>	<b>13,351</b>

The 2021 Office of the Sheriff Performance Measure identified response times in unincorporated communities throughout the County due to staffing levels as a challenge to the Sheriff's Office.<sup>77</sup> That same year, thirty deputies completed the Field Training Officer program and were assigned to fill vacant contract, patrol, and resident deputy positions. All other vacancies were filled with voluntary over-time/fair-share to provide adequate coverage for all unincorporated areas of the county.

### **Infrastructure Needs**

CSA P-2 is a funding mechanism and as such does not own infrastructure, but rather contributes to the Office of Sheriff's patrol capabilities within its service boundaries. The 2021 Office of the Sheriff Performance Measure identified several network-related improvements that increased capacity and stability at various SO locations. At Blackhawk, network download speed increased by 1380% and upload speed by 900%.

### **Shared Facilities & Cooperation**

Through the SO, CSA P-2, Zone A and Zone B utilize dispatch services, investigative and forensic specialists, and any other specialized services required. The Resident Officers assigned to Alamo share space at the SO Valley Station in the Alamo Plaza Shopping Center.

A portion of P-2 Zone B is covered by CSA M-30 which receive their law enforcement services from the Town of Danville. Another portion of CSA P-2 west of Danville is also covered by P-6.

### **Financing & Budget**

Funded by property assessments within the service area and a portion of the Basic 1% Property Tax Allocation, the CSA's annual revenue was approximately \$295,100 for Alamo and \$1,381,550 for Blackhawk in 2022-23. CSA P-2, Zone B collects a portion of the Basic 1% Property Tax Allocation from Zone B properties (currently 0.48% for Tax Rate Area (TRA) 66015 and TRA 66009, allocation grows by 2% every year plus reassessments of sold homes)<sup>78</sup>. Zone B residential properties are also assessed \$67 annually (not indexed for inflation) and commercial properties assessed \$200 annually due to a parcel tax increase passed in May 2021. These revenues (property taxes and property assessments) are utilized to provide enhanced law enforcement services to Zone B properties.

The budget for Zone A and Zone B in the following tables indicates that the annual budgets adopted by the BOS for the CSA routinely allocates several thousand dollars more than what is used by the CSA in its actual budget. There could be a number of reasons for this including delayed projects due to revenue fluctuations, grants funds, limited staff to complete budgeted projects, etc. For instance, there are reported revenue fluctuations from FY 20-21 to FY 21-22. The primary reason for the larger than budgeted tax revenue is the Auditor's Office journaled \$252,610 for the FY 21-22 initial secured tax apportionment – Levies and GO Bonds for P2.

<sup>77</sup> <https://www.contracosta.ca.gov/798/Performance-Report-by-Department>

<sup>78</sup> Source: Contra Costa LAFCO personal communications

The 2022-23 Zone B tax revenue was \$257,308 from its 1% property tax allocation and \$251,301 from its parcel tax assessment. Various minor sources of revenue bring the Zone's total revenue to \$516,435 for 2022-23 or more than twice as much as reported in the MSR. The last parcel tax election for Zone B took place in May 2021 and raised the parcel tax to two rates, \$67 for residential properties and \$200 for commercial properties (incorrectly reported in the draft MSR as \$18, the former parcel tax). The increased parcel tax was strongly supported by Zone residents, achieving a passing vote of 82% of voters.

According to publicly available financial statements prepared by the Sheriff's Finance Division and supplied to the Zone B Advisory Committee, Zone B collects far more revenue than it spends every year and expenditures have not exceeded its revenue since the 2021 parcel tax election. At the end of 2023-24 fiscal year, Zone B had a positive fund balance of \$788,000.

CSA P-2, Zone A, Advisory Committee minutes contain the statement by the Sheriff's Office to the Committee that the Zone is spending down its reserves and must schedule a new parcel tax election in the near future. The District was formed under the provisions of California GC § 25210 et seq.

CSA P-2, Zone B, provides enhanced police services to CSA P-5 residents without receiving reimbursement. These services include police staffing at community events in Alamo attended by Round Hill residents, police staffing of the downtown business district utilized by Round Hill residents and providing school resource officer services to the public schools in Alamo which are attended by Round Hill residents.

**Table 2-43: CSA P-2 Zone A 2020-23 Budgets**

Fund	Dept.	Expense/ Revenue	FY 2020-21 Budgeted	FY 2020-21 Actual	FY 2021-22 Budgeted	FY 2021-22 Actual	FY 2022-23 Budgeted
265300	7653	<b>CSA P-2 Zone A</b>					
		Salaries & Benefits	\$1,060,359	\$1,080,120	\$1,156,085	\$1,169,779	\$1,179,814
		Services & Supplies	\$100,242	\$22,956	\$87,453	\$11,747	\$333,489
		Other Charges	\$84,996	\$82,675	\$84,834	\$114,191	\$85,465
		Expenditure Transfers	\$31,000	\$57,221	\$31,000	\$72,637	\$31,000
		<b>Total Expenditures</b>	<b>\$1,276,597</b>	<b>\$1,242,971</b>	<b>\$1,359,372</b>	<b>\$1,368,354</b>	<b>\$1,629,768</b>
		Taxes Current Property	\$164,750	\$164,736	\$164,750	\$170,900	\$164,750
		Taxes Other Than Cur Prop	\$720,300	\$1,016,894	\$720,300	\$1,044,644	\$1,049,300
		Fines/Forfeits/ Penalties	\$3,000	\$5,257	\$3,000	\$3,102	\$3,000
		Intergovernmental Revenue	\$1,500	\$905	\$1,500	\$887	\$1,500
		Charges for Services	\$10,000	\$0	\$10,000	\$0	\$10,000
		Miscellaneous Revenue	\$153,000	\$144,343	\$153,000	\$90,000	\$153,000
		<b>Total Revenues</b>	<b>\$1,052,550</b>	<b>\$1,332,134</b>	<b>\$1,052,550</b>	<b>\$1,309,532</b>	<b>\$1,381,550</b>
		Fund Balance	<b>(-\$224,047)</b>	<b>\$89,163</b>	<b>(-\$306,822)</b>	<b>(-\$58,822)</b>	<b>(-\$248,218)</b>

Source: County Special Districts/Other Agencies Budget- Non Enterprise Sources / Uses by Unit

**Table 2-44: CSA P-2 Zone B 2020-23 Budgets**

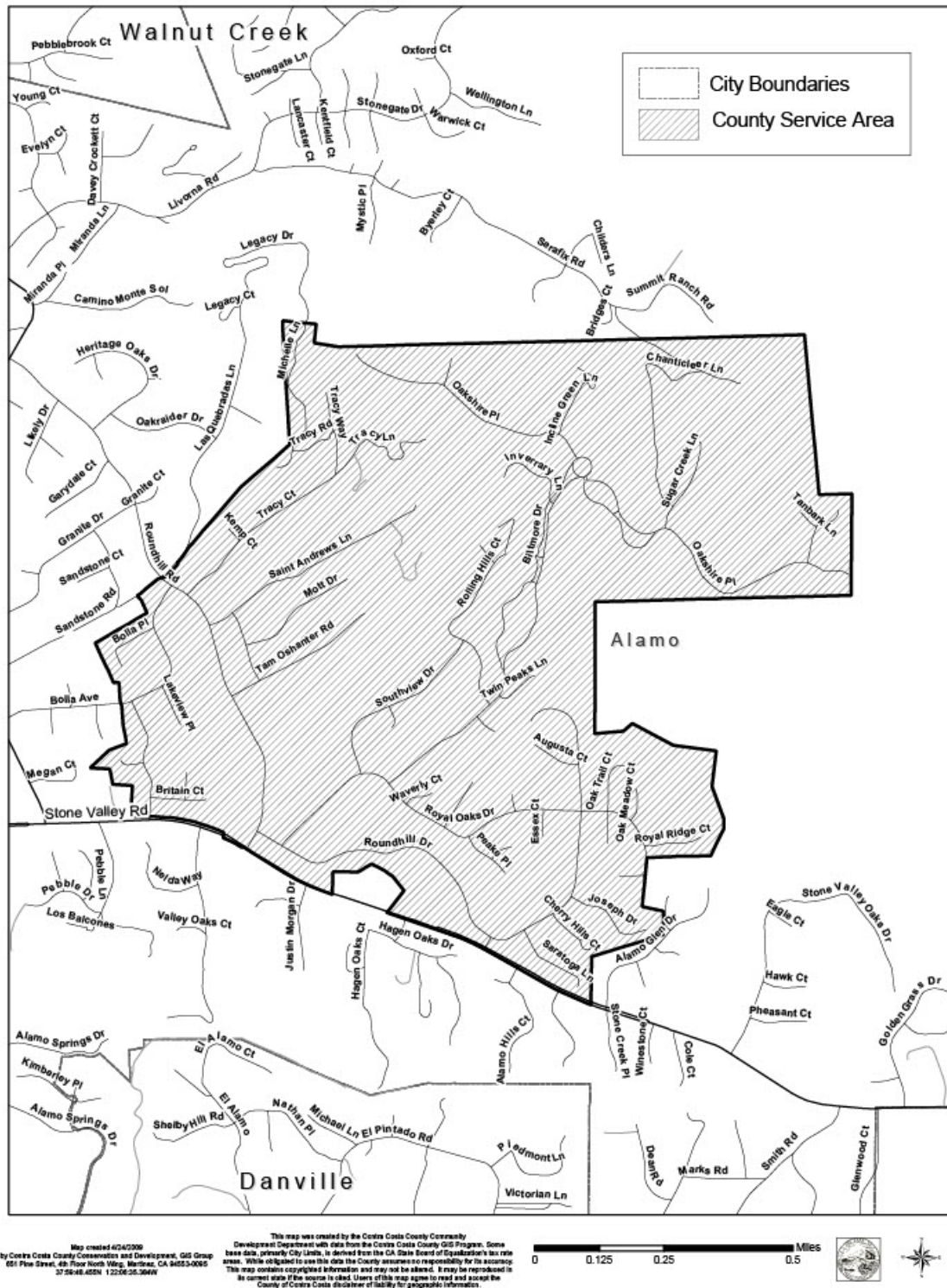
Fund	Dept.	Expense/ Revenue	FY 2020-21 Budgeted	FY 2020-21 Actual	FY 2021-22 Budgeted	FY 2021-22 Actual	FY 2022-23 Budgeted
265700	7657	<b>CSA P-2 Zone B</b>					
		Salaries & Benefits	\$229,627	\$232,211	\$241,928	\$221,472	\$439,375
		Services & Supplies	\$13,533	\$872	\$13,632	\$16,872	\$13,731
		Other Charges	\$35,543	\$29,529	\$35,543	\$35,436	\$35,694
		Expenditure Transfers	\$16,397	\$21,070	\$16,397	\$31,715	\$16,397
		<b>Total Expenditures</b>	<b>\$295,100</b>	<b>\$283,683</b>	<b>\$307,500</b>	<b>\$305,495</b>	<b>\$505,197</b>
		Taxes Current Property	\$225,000	\$232,220	\$225,000	\$244,293	\$225,000
		Taxes Other Than Cur Prop	\$68,100	\$68,025	\$68,100	\$251,794	\$68,100
		Fines/Forfeits/ Penalties	\$1,000	\$402	\$1,000	\$0	\$1,000
		Intergovernmental Revenue	\$1,000	\$1,274	\$1,000	\$1,267	\$1,000
		<b>Total Revenues</b>	<b>\$295,100</b>	<b>\$301,921</b>	<b>\$295,100</b>	<b>\$497,354</b>	<b>\$295,100</b>
		Fund Balance	\$0	\$18,238	(-12,400)	\$191,859	(-\$210,097)

Source: County Special Districts/Other Agencies Budget- Non Enterprise Sources / Uses by Unit

### 2.4.2 CSA P-5 Police Protection- Round Hill

CSA P-5 provides enhanced law enforcement services to the unincorporated community of Round Hill. Specifically, the CSA funds Resident Deputies from the Contra Costa County SO to ensure safety and security in the area. Funded by a combination of a portion of the Basic 1% Property Tax and a special tax assessment on developed properties within the district, the CSA's annual revenue of about \$633,648 in FY 2022-23.

**Figure 2-23: CSA P-5 Police Protection Boundary and SOI**





**Table 2-45: CSA P-5 Agency Overview**

<b>Formation</b>	
Agency Name	CSA P-5 Police Protection
Formation Date	1972
Principal Act	California GC § 25210 et seq
<b>Governance</b>	
Governing Body	Contra Costa County BOS
Board Meetings	Meetings are held on most Tuesdays at 9:00 a.m., those interested in attending need to consult the County website. Public meetings are at the County Administration Building located at 1025 Escobar Street Martinez, CA 94553.
Staffing	Office of Sheriff Staffing and two Deputies
<b>Services</b>	
Services Provided	CSA P-5 provides municipal police services to an unincorporated community in Contra Costa County.
Areas Served	CSA P-5 (Round Hill): Located on the east side of Alamo, this CSA funds law enforcement services for the Round Hill Country Club area.

**Mission Statement:**

*“The Office of the Sheriff works in partnership with our diverse community to safeguard the lives, rights, and property of the people we serve. With unwavering dedication, we provide innovative professional law enforcement services to our community. We accomplish this mission by maintaining our Core Values while always conducting ourselves with the highest ethical standards.”<sup>79</sup>*

**Formation**

CSA P-5 was formed in 1972. The CSA was established to finance 'enhanced' police services in the form of Resident Deputies for the Round Hill community, under the provisions of California GC § 25210 et seq.

**Boundary and Sphere**

The service area for CSA P-5 encompasses approximately 1.2 square miles (749 acres) located on the east side of Alamo, east of Interstate 680 and north of Stone Valley Road. Access to Round Hill is primarily through the I-680/Stone Valley Road interchange. The P-5 Service area covers 736 parcels. Round Hill Property Owners Association (RHPOA) represents 396 of the 736 P-5 parcels. This area is characterized by single-family residential properties and the Round Hill Country Club, making it a distinct community with specific law enforcement needs. Detailed boundaries and the geographic layout of CSA P-5 are delineated in Contra Costa County's official records and maps and shown in Figure 2-22.

CSA P-2, Zone B, provides enhanced police services to CSA P-5 residents without receiving reimbursement. These services include police staffing at community events in Alamo attended by Round Hill residents, police staffing of the downtown business district utilized by Round Hill residents and providing school resource officer services to the public schools in Alamo which are attended by Round Hill residents.

The last MSR for P-2 (Law Enforcement Services MSR 2011) recommended that P-2 Zone B be annexed by P-5 and dissolved. Since then, there have been talks between the two CSAs. According to County staff,

<sup>79</sup> <https://www.cocosheriff.org/about-us/mission-statement>

there was a combined meeting between the two committees for P-2 Zone B and P-5 as recently as October 2024. The two committees continue to weigh the pros and cons and it is anticipated that they will vote about whether or not to combine services areas by mid 2025.

Population

P-5 serves a population of 1,885.<sup>80</sup>

Overview of Services

CSA P-5 provides enhanced law enforcement services to the unincorporated community of Round Hill. Specifically, the CSA funds Resident Deputies from the Contra Costa County SO to ensure safety and security in the area.

Infrastructure

CSA P-5 is a funding mechanism for law enforcement in the community of Round Hill. As a funding mechanism, it does not own infrastructure but rather contributes to the Office of Sheriffs capacity to patrol within its service boundaries. CSA P-5 funds two Resident Deputies, plus vehicles and other necessary supplies.

Government Structure & Advisory Committees

Under Contra Costa County’s jurisdiction, the operations of CSA P-5 are closely integrated with county governance, ensuring services align with the broader county objectives and operational standards. These CSAs do not employ staff directly for day-to-day law enforcement operations. Instead, they function primarily as funding mechanisms, allocating resources to support specific law enforcement services. These services are delivered by Contra Costa County SO employees or through contracted service providers, ensuring professional law enforcement services are maintained across the areas these CSAs.

The management and oversight of these funds, as well as the coordination of law enforcement services, are handled by the Office of the Sheriff, Finance Services Unit. This facilitates the use of resources and ensures that the provision of law enforcement services is consistent with county policies and priorities. Additionally, this structure addresses the specific needs of each CSA's service area, tailoring law enforcement services to meet local requirements.

The Advisory Committee meets monthly to discuss police service matters and provide input regarding police protection; promoting public safety in the areas of home safety, traffic safety, vacation security and crime prevention through the neighborhood watch program; and maintaining oversight of expenditures of the public funds accruing to the CSA P-5. The Committee includes nine appointees and two alternates representing the Round Hill service area. One Board Member is a representative for the Round Hill Country Club and as such has no term limit. The P-5 committee meets the 2nd Wednesday evening each month at 7:00 pm in the President’s Room of Round Hill Country Club (RHCC) 3169 Roundhill Rd, Alamo, CA 94507.<sup>81</sup>

Table 2-46: P-5 Citizens Advisory Committee<sup>82</sup>

Board Member	Title	Term Expiration
Rick Kopf	Chair	2025
Lee Mlejnek	Secretary	2025
Don Magalhaes	Appointed	2024
Jason Dudum	Appointed	2024
Jason Hill	Appointed	2024

<sup>80</sup> Contra Costa LAFCO 2020 Census and DCD Analysis (Block Calc Method)  
<sup>81</sup> [https://www.contracosta.ca.gov/AgendaCenter/ViewFile/Agenda/\\_03142023-5111](https://www.contracosta.ca.gov/AgendaCenter/ViewFile/Agenda/_03142023-5111)  
<sup>82</sup> <https://contra-costa.granicus.com/boards/w/26cad49fec719903/boards/11570>

Linda Schultz	Appointed	2025
Mark Cordone	Appointed	N/A
Mark Young	Appointed	2025
Tyker Fagg	Appointed	2025
Rich Johnson	Alternate	2024
Bernard Corry	Alternate	2025

### Management & Staffing

Under Contra Costa County's jurisdiction, the operations of CSAs P-5 are closely integrated with county governance, ensuring services align with the broader county objectives and operational standards. These CSAs do not employ staff directly for day-to-day law enforcement operations. Instead, they function primarily as funding mechanisms, allocating resources to support specific law enforcement services. These services are delivered by Contra Costa County SO employees or through contracted service providers, ensuring professional law enforcement services are maintained across the areas these CSAs cover. There are two Contra Costa County Sheriff's Deputies and operations of a police vehicle dedicated to P-5 which are funded through a special Country Tax Assessment of \$470 to annual property tax bill, along with funds provided from the County.

The management and oversight of these funds, as well as the coordination of law enforcement services, are handled by the Office of the Sheriff, Finance Services Unit. This facilitates use of resources and ensures that the provision of law enforcement services is consistent with county policies and priorities. Additionally, this structure addresses the specific needs of each CSA's service area, tailoring law enforcement services to meet local requirements.

CSA P-5 funds **two** Resident Deputies.<sup>83,84</sup>

### Accountability & Capacity to Provide Services and Capital Needs

The Contra Costa County BOS administers CSA governance and operational policies. The Resident Sergeant or Deputy attends the Advisory Committee monthly meeting to keep the committee updated and to address any concerns.

The SO has supervisors working throughout the agency who can address customer service issues on the spot on a 24/7 basis. Supervisors are available by calling Sheriff's Dispatch at 925-646-2441. In addition, customers can submit issues via the SO website at: <https://www.cocosheriff.org/community-information/citizen-complaint-form> and <https://www.cocosheriff.org/bureaus/field-operations/patrol-division/valley-station>

**Table 2-47: Total of Customer Contacts for Alamo filed 2020-24**

FY	Total Calls for Alamo
2020-21	692
2021-22	964
2022-23	752
2023-24 (to date)	685
<b>TOTAL</b>	<b>3,093</b>

The 2021 Office of the Sheriff Performance Measure identified response times in unincorporated

<sup>83</sup> <https://county-contra-costa-ca-budget-book.cleargov.com/15496/budget-overview/budgeted-positions-report>

<sup>84</sup> Source: Contra Costa LAFCO personal communications

communities throughout the County due to staffing levels as a challenge to the Sheriff's Office.<sup>85</sup> That same year, thirty deputies completed the Field Training Officer program and were assigned to fill vacant contract, patrol, and resident deputy positions. All other vacancies were filled with voluntary over-time/fair-share to provide adequate coverage for all unincorporated areas of the county.

### Infrastructure Needs

CSA P-5 is a funding mechanism and as such does not own infrastructure, but rather contributes to the Office of Sheriff's patrol capabilities within its service boundaries.

### Shared Facilities & Cooperation

Through the SO, CSA P-5 also utilizes dispatch services, investigative and forensic specialists, and any other specialized services required. The Resident Officers assigned to Round Hill share space at the SO Valley Station in the Alamo Plaza Shopping Center.

A portion of CSA P-5 is within the larger Alamo CDP.

### Financing & Budget

CSA P-5 is funded by a combination of a portion of the Basic 1% Property Tax and a special tax assessment on developed properties within the district. **Developed residential properties are assessed \$470 per parcel (not indexed for inflation) since May 2019.**<sup>86</sup> The last parcel tax increase passed by P-5 voters was in May 2019 and the parcel tax enjoyed strong support from its voters, passing with 76% approval. **Commercial recreational parcels, which are primarily located in the Round Hill Country Club area, are assessed for \$932.** Property tax allocation is 3.05% of the 1% property tax and grows by 2% every year plus reassessment of sold homes. **Round Hill Country Club pays a total of \$11,184 on twelve different parcels.** The CSA's budget shows revenues of approximately \$633,648, but with growing expenditures resulting in a negative fund balance, indicating fiscal pressures that could impact future service delivery. The budget in the following table indicates that the annual budgets adopted by the BOS for the CSA routinely allocates several hundred thousand dollars more than what is used by the CSA in its actual budget. There could be a number of reasons for this including delayed projects due to bidding, CEQA, permitting, grants funds, limited staff to complete budgeted projects, etc.

**Table 2-48: CSA P-5 Round Hill 2020-23 Budgets**

Fund	Dept.	Expense/ Revenue	FY 2020-21 Budgeted	FY 2020-21 Actual	FY 2021-22 Budgeted	FY 2021-22 Actual	FY 2022-23 Budgeted
265500	7655	<b>CSA P-5</b>					
		Salaries & Benefits	\$659,259	\$516,283	\$726,012	\$507,400	\$836,870
		Services & Supplies	\$11,300	\$1,744	\$11,497	\$5,744	\$11,697
		Other Charges	\$63,192	\$51,828	\$63,192	\$60,941	\$63,492
		Expenditure Transfers	\$14,000	\$9,436	\$14,000	\$10,109	\$14,000
		<b>Total Expenditures</b>	<b>\$747,751</b>	<b>\$579,291</b>	<b>\$814,701</b>	<b>\$584,194</b>	<b>\$926,059</b>
		Taxes Current Property	\$272,145	\$290,370	\$272,145	\$303,292	\$272,145
		Taxes Other Than Cur Prop	\$352,275	\$354,276	\$352,275	\$353,662	\$352,275

<sup>85</sup> <https://www.contracosta.ca.gov/798/Performance-Report-by-Department>

<sup>86</sup> Source: Contra Costa LAFCO personal communications

		Fines/Forfeits/ Penalties	\$500	\$3	\$500	\$33	\$500
		Use of Money & Property	\$1,000	\$0	\$1,000	\$0	\$1,000
		Intergovernme- ntal Revenue	\$7,728	\$1,592	\$7,728	\$1,572	\$7,728
		Miscellaneous Revenue	\$0	\$0	\$0	\$6,458	\$0
		<b>Total Revenues</b>	\$633,648	\$646,242	\$633,648	\$665,016	\$633,648
		Fund Balance	(-\$114,103)	\$66,951	(-\$181,053)	\$80,822	(-\$292,411)

Source: County Special Districts/Other Agencies Budget- Non Enterprise Sources / Uses by Unit

CSA P-6 provides foundational and extended law enforcement services to the unincorporated areas of the County. Specifically, the CSA funds basic and enhanced law enforcement services, including Deputy patrol and investigations, as well as specialized services including Resident Deputies in certain communities. Funded by a share of the property tax, special taxes (assessments) applied to specific zones within the CSA, and miscellaneous sources, CSA P-6's annual revenues have been approximately \$5,609,700 for the last few years, with the exact figure evolving as new residential developments contribute to its funding base.



**Table 2-49: CSA P-6 Agency Overview**

<b>Formation</b>	
Agency Name	CSA P-6 Police Protection
Formation Date	1983
Principal Act	California GC §25210 et seq.
<b>Governance</b>	
Governing Body	Contra Costa County BOS
Board Meetings	Meetings are held on most Tuesdays at 9:00 a.m., those interested in attending need to consult the County website. Public meetings are at the County Administration Building located at 1025 Escobar Street Martinez, CA 94553
Staffing	Office of Sheriff Staffing
<b>Services</b>	
Services Provided	CSA P-6 provides municipal police services to the unincorporated communities of Contra Costa County, excluding those in the Kensington Police Protection and Community Services District
Areas Served	CSA P-6 (Unincorporated Areas): A countywide district providing law enforcement services to all unincorporated areas in the County, excluding those in the Kensington Police Protection and Community Services District (KPPCSD).

### Mission Statement

*“The Office of the Sheriff works in partnership with our diverse community to safeguard the lives, rights, and property of the people we serve. With unwavering dedication, we provide innovative professional law enforcement services to our community. We accomplish this mission by maintaining our Core Values while always conducting ourselves with the highest ethical standards.”<sup>87</sup>*

### Formation

CSA P-6 was formed in 1983. It was established under the California GC §25210 et seq., with the goal of maintaining and extending law enforcement services across the expansive unincorporated territory of the county, excluding the area served by the KPPCSD. CSA P-6 is a countywide service area encompasses approximately 491 square miles. CSA P-6 provides a critical funding mechanism for the SO to ensure comprehensive law enforcement coverage throughout Contra Costa County's unincorporated regions. Contra Costa County reallocated a portion of Special Districts Augmentation Fund in 1983 to CSA P-6, placing a share of property tax on parcels within district. The 2011 Law Enforcement MSR found that P-6 property tax allocation had been applied to some properties within city limits and not applied to some properties in unincorporated area.<sup>88</sup> Property tax is collected from CSA properties, including territory within special districts which provide law enforcement services.

### Boundary & Sphere

CSA P-6 is a countywide district consisting of all unincorporated territory in the County except the Kensington community. The CSA includes approximately 491 square miles, of which 447 square miles is land (refer to Figure 2-23).

<sup>87</sup> <https://www.cocosherriff.org/about-us/mission-statement>

<sup>88</sup> [https://www.contracostalafco.org/municipal\\_service\\_reviews/law\\_enforcement/Final%20Law%20Enforcement%20MSR.pdf](https://www.contracostalafco.org/municipal_service_reviews/law_enforcement/Final%20Law%20Enforcement%20MSR.pdf)



Population

P-6 serves a population of 178,527.<sup>89</sup>

Services Overview

CSA P-6 provides foundational and extended law enforcement services to the unincorporated areas of Contra Costa County. Specifically, the CSA funds basic and enhanced law enforcement services, such as Deputy patrol and investigations, as well as specialized services like Resident Deputies in certain communities. The enhanced police services in P-6 zones include but are not limited to, additional dedicated sworn and non-sworn staffing, cameras, parking enforcement, traffic enforcement, and crime prevention activities.<sup>90</sup>

Infrastructure

CSA P-6 is a funding mechanism for law enforcement in the unincorporated areas of Contra Costa County. As a funding mechanism, it does not own infrastructure but rather contributes to the Office of Sheriff's patrol capabilities within its service boundaries.

Government Structure & Advisory Committees

The governing body for Police Services CSAs provided by the Office of the Sheriff is the Contra Costa County BOS, as is common where county governance provides oversight. This structure is supported by practices outlined in the California GC §25210.1 et seq., which details the provisions CSAs, including governance, formation and powers. In this capacity, the Board oversees financial and operational policies, budget approvals, assessments, and the prioritization of projects within the scope of law enforcement services provided for the CSAs. See Sheriff Organizational Chart in Section 2.<sup>91</sup>

Only one region within P-6 has an Advisory Committee. The CSA P-6 Discovery Bay Citizen Advisory Committee provides reports and recommendations to the BOS on extended police protection services which includes, but is not limited to, enforcement of the State Vehicle Code where authorized by law, crime prevention, and litter control for a portion of P-6 within Discovery Bay.<sup>92</sup> P-6 Discovery Bay Citizens Advisory Committee meetings occur quarterly on the second Wednesday of the month at 6:00 PM in the Discovery Bay Community Center located at 1601 Discovery Bay Boulevard Discovery Bay, CA 94505.

Table 2-50: P-6 Discovery Bay Citizens Advisory Committee<sup>93</sup>

Board Member	Title	Term Expiration
Gregory McLendon	Chair	2024
Bob Mankin	Vice Chair	2025

<sup>89</sup> Contra Costa LAFCO 2020 Census and DCD Analysis (Block Calc Method)  
<sup>90</sup> Personal communications with Sheriff's Office Staff  
<sup>91</sup> <https://county-contra-costa-ca-budget-book.cleargov.com/15496/departments/sheriff-coroner>  
<sup>92</sup> <https://contra-costa.granicus.com/boards/w/26cad49fec719903/boards/11625>  
<sup>93</sup> <https://www.contracosta.ca.gov/6444/Municipal-Advisory-Councils>

## Management & Staffing

Under Contra Costa County's jurisdiction, the operations of CSAs P-6 are closely integrated with county governance, ensuring services align with the broader county objectives and operational standards. These CSAs do not employ staff directly for day-to-day law enforcement operations. Instead, they function primarily as funding mechanisms, allocating resources to support specific law enforcement services. These services are delivered by Contra Costa County SO employees or through contracted service providers, ensuring professional law enforcement services are maintained across the areas these CSAs cover.

The management and oversight of these funds, as well as the coordination of law enforcement services, are handled by the Office of the Sheriff, Finance Services Unit. This facilitates use of resources and ensures that the provision of law enforcement services is consistent with county policies and priorities. Additionally, this structure addresses the specific needs of each CSA's service area, tailoring law enforcement services to meet local requirements.

## Accountability & Capacity to Provide Services & Capital Needs

The Contra Costa County BOS administers CSA P-6 governance and operational policies. Despite significant revenue, the CSA expenditures create a negative fund balance. The Sheriff Office typically handles approximately 300,000 calls for service per year with a myriad of types. In 2021, the Patrol Division responded to 90,762 calls for service and received 10,495 reports documenting select crimes within the unincorporated areas of Contra Costa County. The Sheriff reports to the BOS quarterly and detailed information can be found on the County BOS website, example here:

<https://contra-costa.legistar.com/View.ashx?M=F&ID=12582286&GUID=86B1F718-D53E-4297-A095-9896897B6614>

The 2021 Office of the Sheriff Performance Measure identified response times in unincorporated communities throughout the County due to staffing levels as a challenge to the Sheriff's Office.<sup>94</sup> That same year, thirty deputies completed the Field Training Officer program and were assigned to fill vacant contract, patrol, and resident deputy positions. All other vacancies were filled with voluntary over-time/fair-share to provide adequate coverage for all unincorporated areas of the county.

## Infrastructure Needs

CSA P-6 is a funding mechanism and as such does not own infrastructure, but rather contributes to the Office of Sheriff's patrol capabilities within its service boundaries.

## Shared Facilities & Cooperation

A portion of P-6 in Alamo Springs is covered by CSA M-30 which receives law enforcement services from the Town of Danville. A number of CSA P-6 Zones (special assessment areas) have been established throughout the P-6 territory, including within CSA P-2, Zone B territory. CSA P-6 Zone CAB Fund partially funds the Sheriff's Helicopter Program, as required by P-6 Zone CAB Formation Board Order of April 19, 1998.

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<sup>94</sup> <https://www.contracosta.ca.gov/798/Performance-Report-by-Department>

## Financing & Budget

This CSA is funded by a combination of property taxes and other local revenue sources, with annual revenues amounting to approximately \$5,609,700 with a net negative balance of \$7,068,661 in 2022-23. The portion of the 1% property tax that P-6 receives 1.2% .<sup>95</sup> Alamo homes built after 1997 are placed into a Zone of P6 and those homes pay an additional parcel tax. The parcel tax for P-6 is approximately \$400 and totals \$115,000 per year. The parcel tax in each zone depends on when the zone was created and the tax goes up each year with the CPI. P-6 funds are spent at the discretion of the Sheriff and not the Police committees.

The budget in the following table indicates that the annual budgets adopted by the BOS for the CSA routinely allocates several hundred thousand dollars more than what is used by the CSA in its actual budget. There could be a number of reasons for this including delayed projects due to bidding, CEQA, permitting, grants funds, limited staff to complete budgeted projects, etc.

**Table 2-51: CSA P-6 Unincorporated Areas 2020-23 Budgets**

Fund	Dept.	Expense/ Revenue	FY 2020-21 Budgeted	FY 2020-21 Actual	FY 2021-22 Budgeted	FY 2021-22 Actual	FY 2022-23 Budgeted
265600	7656	<b>CSA P-6</b>					
		Services And Supplies	\$57,700	\$0	\$57,700	\$0	\$57,700
		Other Charges	\$50,383	\$44,203	\$50,383	\$41,560	\$50,383
		Expenditure Transfers	\$5,800,454	\$5,700,000	\$6,278,841	\$0	\$12,570,278
		<b>Total Expenditures</b>	<b>\$5,908,537</b>	<b>\$5,744,203</b>	<b>\$6,386,924</b>	<b>\$41,560</b>	<b>\$12,678,361</b>
		Taxes Current Property	\$5,575,000	\$6,195,937	\$5,575,000	\$6,317,919	\$5,575,000
		Taxes Other Than Cur Prop	(\$26,000)	(\$7,080)	(\$26,000)	(\$17,852)	(\$26,000)
		Fines/Forfeits/ Penalties	\$12,200	\$2,076	\$12,200	\$1,635	\$12,200
		Use of Money & Property	\$10,000	\$737	\$10,000	\$1,208	\$10,000
		Intergovern- mental Revenue	\$38,500	\$30,919	\$38,500	\$30,087	\$38,500
		<b>Total Revenues</b>	<b>\$5,609,700</b>	<b>\$6,222,589</b>	<b>\$5,609,700</b>	<b>\$6,332,997</b>	<b>\$5,609,700</b>
		Fund Balance	(\$298,837)	\$478,386	(\$777,224)	\$6,291,437	(\$7,068,661)

Source: County Special Districts/Other Agencies Budget- Non Enterprise Sources / Uses by Unit

<sup>95</sup> Source: Contra Costa LAFCO personal communications

### 3. MSR/SOI DETERMINATIONS

The CKH Act gives LAFCO the flexibility to consider a wide range of options regarding governance structure and/or sphere of influence. If LAFCO and/or the subject agencies were to pursue other options, additional studies would be needed. This section highlights the MSR determination topics. The topics described in the MSR determinations are listed herein with additional details provided in Chapters 1 and 2. This MSR/SOI Update presents a written statement of conclusions, known as determinations, for the affected service provider.

This MSR considered options for potential future, consolidations, or other governance structure changes.

**Table 3-52: SOI Update Options**

CSA #	County Service Areas	SOI Options	Recommendations
D-2	Drainage (Walnut Creek)	1. Retain coterminous SOI 2. Zero SOI	Retain coterminous SOI
L-100	Streetlighting (Countywide)	1. Retain coterminous SOI 2. Reduce SOI – exclude territory in cities 3. Zero SOI	Reduce SOI to exclude territory in city SOIs
LIB-2	Library	1. Retain existing coterminous SOI 2. Adjust SOI to reflect current service area	Retain coterminous SOI
LIB-10	Library	1. Retain existing coterminous SOI 2. Adjust SOI to reflect current service area	Retain coterminous SOI
LIB-12	Library	1. Retain existing coterminous SOI 2. Adopt a zero SOI	Retain coterminous SOI
LIB-13	Library	1. Retain coterminous SOI 2. Increase SOI to include Rancho Paraiso area	Increase SOI to include Rancho Paraiso area
M-1	Delta Ferry	Retain coterminous SOI	Retain coterminous SOI
M-20	Parkway Tree Maintenance	1. Retain coterminous SOI 2. Zero SOI; dissolution of service with no successor agency	Retain coterminous SOI
M-23	Drainage Maintenance, Geologic Hazard Abatement Services (Blackhawk)	1. Retain coterminous SOI 2. Zero SOI as service is now provided by GHAD	Zero SOI GHAD as successor agency
M-31	BART RDA Transportation Demand Mgmt Program	1. Retain coterminous SOI 2. Zero SOI	Retain coterminous SOI
RD-4	Road maintenance	1. Adopt coterminous SOI with additional determinations 2. Adopt zero SOI and dissolution with County successor agency	Adopt zero SOI and dissolution with County successor agency”

<b>T-1</b>	Transit	<ol style="list-style-type: none"> <li>1. Adopt coterminous SOI</li> <li>2. Adopt annexable SOI including Wendt Ranch subdivision</li> <li>3. Adopt provisional SOI</li> <li>4. Adopt zero SOI</li> </ol>	Adopt coterminous SOI
<b>P-2</b>	Police Protection	<p><i>Zone A</i></p> <ol style="list-style-type: none"> <li>1) Retain coterminous SOI</li> <li>2) Increase SOI to include areas consistent with the Blackhawk-Camino Tassajara CDP</li> </ol> <p><i>Zone B</i></p> <ol style="list-style-type: none"> <li>1) Retain coterminous SOI</li> <li>2) Increase SOI to include areas consistent with the Alamo CDP</li> <li>3) Increase SOI to include district boundaries of CSA P-5 (Round Hill) within the CSA P-2 Alamo area SOI</li> <li>4) Increase SOI for CSA P-5 (Round Hill) to include all of the Alamo area CSA P-5. Zone B for CSA P-2 could remain intact and would become a Zone within the new CSA P-5. CSA P-2 would then consist of the Blackhawk area only (and in the future Camino Tassajara if that area were to be added to the CSA P-2 SOI)</li> </ol> <p><i>No Designated Zone</i></p> <ol style="list-style-type: none"> <li>1) Remove the portion of CSA P-2 west of Danville from the SOI and eventually detach it from CSA P-2.</li> </ol>	<p><i>Zone A</i> - Increase SOI to include to include areas consistent with the Blackhawk-Camino Tassajara CDP</p> <p><i>Zone B</i> - Increase SOI to include to include areas consistent with the Alamo CDP</p> <p><i>No Designated Zone</i> - Remove the portion of CSA P-2 west of Danville from the SOI and eventually detach it from CSA P-2</p>
<b>P-5</b>	Police Protection	Retain existing SOI	Retain existing SOI
<b>P-6</b>	Police Protection	<ol style="list-style-type: none"> <li>1. Retain coterminous SOI</li> <li>2. Adopt zero SOI with annexation to the Town of Danville as successor agency</li> </ol>	Adopt zero SOI as the first step in P-6 dissolution and annexation to the Town of Danville. This would also allow Alamo Springs Subdivision residents to be removed from CSA P-2/ Zone B, CSA P-6, and CSA R-7/ Zone A.

## 3.1 Drainage

### 3.1.1 D-2 Walnut Creek Drainage

**Table 3-53: MSR Determinations for D-2 Walnut Creek Drainage**

Topic and Performance Measures	Determination
<p><i>Growth and Population for the affected area.</i></p> <ul style="list-style-type: none"> <li>• Is the existing population estimated?</li> <li>• Is the projected future growth estimated?</li> </ul>	<p>The current population within the D-2 service area is 9,701 people as of 2020.<sup>96</sup> The adoption of Walnut Creek's 6th Cycle Housing Element in 2023 outlines a potentially significant increase in population within the city as well as CSA D-2. The City proposes the addition of 5,806 new housing units including 1,657 units for very low-income earners, 954 for low-income earners, 890 for moderate-income earners and 2,304 for above-moderate-income earners, with a portion of this growth slated to occur within the CSA D-2 service area<sup>97</sup>.</p>
<p><i>Location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence.</i></p>	<p>D-2's boundary does not contain DUCs.<sup>98</sup> These services were most recently reviewed under the Miscellaneous County Service Areas Municipal Service Review (2013). These services have remained relatively unchanged since the publication of these reports.</p>
<p><i>Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies, including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence.</i></p> <ul style="list-style-type: none"> <li>• Does the agency have a CIP?</li> <li>• Are local hazards identified?</li> </ul>	<p>There is a countywide Contra Costa Flood Control Capital Improvement Plan (CIP) which was last updated in 2021 for FY 2021/22–2027/28. This plan includes several projects within the D-2 service area. This includes a planned Flood Control Zone 3B Channels and Structures Conditions Assessment within the D-2 SOI which would identify deficiencies and conduct a retrofit plan, if needed. There is also a project to perform San Ramon Creek Sediment Removal near San Ramon Bypass. This project, with a funding allocation from Flood Control Zone 3B amounting to \$400,000, that manages base flows are maintained within the natural creek channel.</p>
<p><i>Financial ability of agencies to provide services.</i></p> <ul style="list-style-type: none"> <li>• Has the agency prepared a rate study?</li> <li>• Do revenues exceed expenditures?</li> </ul>	<p><b>Rates:</b></p> <p>In January 1970, 1,500 acres were charged a maximum of \$1,227 per acre and the adopted fee was \$500 per acre. By February 1979, 1,500 acres were charged a maximum of \$2,697 per acre and the adopted fee was \$2,667 per acre.</p> <p>Each fee is determined by multiplying the fee per acre by the total acreage of the parcel or tract calculated to the nearest one-hundredth of an acre. The acreage of individual parcels shall include the area to the middle of all streets on which the parcel has frontage and the owner of said parcel owns the underlying fee to the middle of said streets. The acreage of tracts including both subdivisions and minor subdivisions shall include the gross tract area plus the area to the middle of existing streets peripheral to the tract where the owners or property within said tract</p>

<sup>96</sup> Contra Costa LAFCO 2020 Census and DCD Analysis (Block Calc Method)

<sup>97</sup> <https://www.walnutcreekca.gov/government/departments/housing-programs/housing-policies/housing-element>

<sup>98</sup> <https://www.arcgis.com/apps/View/index.html?appid=c3e4e4e1d15468390cf61d9db83efc4>

	<p>also owns the underlying fee to the middle of the peripheral streets.</p> <p><i>Revenues:</i> Under provisions of the Contra Costa County Storm Drainage District Act, the District is able to levy taxes or assessments on all taxable property and improvements within the zone to pay the costs and expenses of planning, construction, operation, repair or other maintenance, of all works of improvement established within or on behalf of the zone. The improvements can be installed on a pay-as-you-go basis or may be constructed within a short period and financed by the issue of long-term bonds. Bonding is allowed only if approved by the necessary two-thirds of the votes cast at a bond election.</p> <p>In March 1994, Contra Costa approved a collection fee (administration charge) to the City of Walnut Creek at 0.5 percent of the drainage fees collected by the City.</p> <p>The CSA is financed by drainage fees collected within Walnut Creek, as outlined in an agreement that mandates the city's responsibility for fee collection primarily from per-acre parcel tax assessments and interest income. The County's adopted policy is for drainage fees to be at least \$0.35 per square foot of impervious surface added. Revenues are constrained by the limited development activity in the CSA. However, annual drainage fee revenues, which are tied to development activity, will never be sufficient to fully cover this amount. Achieving the necessary funding would require an exceptionally high fee rate, making development financially impractical.</p> <p>Supplementary financial support for the CSA has come from federal and state grants in the past, alongside general funds from both Contra Costa County and the City of Walnut Creek. Historically, Walnut Creek has allocated funds from its general resources for detention basin projects, albeit with a preference towards establishing a dedicated local funding.</p> <p>In return for collecting fees and record keeping, Walnut Creek receives a nominal compensation from the district. The agreement also ensures legal support from the district against any challenges to the fees or ordinance, except when city negligence is involved. The district must obtain Walnut Creek's approval for any modifications to drainage plans or new fee ordinances, promoting coordinated management and funding of the city's drainage infrastructure.</p> <p>The annual budgeted revenue for the last three years ranged from \$5,000 to \$15,646.</p> <p><i>Revenues versus Expenditures:</i></p>
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	<p>Actual revenue was sufficient to cover actual expenditures for FY 2020-2022. However, FY 2020-2023 had a budgeted deficit of \$399,386-\$421,057. The budgeted expenditures for all years are consistently high, suggesting an expectation of higher expenditures relative to revenues in the budget plans. For FY 2020-23, services and supplies were the largest budgeted expenditure category ranging from \$412,886-\$423,057. However, for FY 2020-22 there were no actual charges for services and supplies. Without supplemental financial support, the budgeted deficit for FY 2020-2023 is unsustainable.</p> <p>○</p>
<i>Status of, and opportunities for, shared facilities.</i>	<p>Within the countywide Contra Costa Flood Control CIP there is a project to perform San Ramon Creek Sediment Removal near San Ramon Bypass. This project receives a funding allocation from Flood Control Zone 3B of \$400,000 to manage base flows maintained within the natural creek channel.</p> <p>There is also a project to perform a Flood Control Channels and Structures Conditions Assessment in an area that includes Zone 3B. This project is a comprehensive effort to evaluate the current state of flood control facilities within Pleasant Hill, Walnut Creek, Concord and the surrounding unincorporated areas. With a total project cost of \$915,000, including an allocation of \$150,000 for FY 21-22, this assessment identified infrastructural deficiencies and formulated a retrofit plan.</p>
<p><i>Accountability for community service needs, including government structure and operational facilities.</i></p> <ul style="list-style-type: none"> <li>• Does the agency have a website?</li> <li>• Does the agency post a public outreach tool (such as a calendar or newsletter) on its website?</li> </ul>	<p>Customers interested in talking to someone about D-2 services can use the following information.</p> <p>Phone: (925) 313-2000, ask for the Flood Control Counter Duty Person</p> <p>Fax: (925) 313-2333</p> <p>Email: <a href="mailto:FLDContr@pw.cccounty.us">FLDContr@pw.cccounty.us</a> or <a href="mailto:admin@pw.cccounty.us">admin@pw.cccounty.us</a></p>
<i>Any other matter related to effective or efficient service delivery, as required by commission policy.</i>	<p>Contra Costa Public Works has been involved in planning, organizing, and implementing projects and improvements in formed drainage areas and participated in the County's process to update the General Plan.</p>

### Sphere of Influence Determinations

No SOI change.

## 3.2 Transportation

### 3.2.1 L-100 Countywide Streetlighting

Table 3-54: MSR Determinations for L-100 Countywide Streetlighting

Topic and Performance Measures	Determination																				
<p><i>Growth and Population for the affected area.</i></p> <ul style="list-style-type: none"><li>• Is the existing population estimated?</li><li>• Is the projected future growth estimated?</li></ul>	<p>The current population within the L-100 service area is 178,527 as of 2020.<sup>99</sup> This is a Countywide CSA with growth and population change along with the overall County. Contra Costa County's population projection is a decrease to approximately 1,088,783 by 2033, a decline of about -5.13% from the 2023 population of 1,147,653, is based on a calculated CAGR of approximately -0.525%.</p>																				
<p><i>Location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence.</i></p>	<p>L-100's SOI does contain DUCs: including Bay Point, Bethel Island, North Richmond, Montalvin Manor, Rodeo, Vine Hill.<sup>100</sup> These services were most recently reviewed under the Miscellaneous County Service Areas Municipal Service Review (2013). These services have remained relatively unchanged since the publication of these reports.</p>																				
<p><i>Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies, including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence.</i></p> <ul style="list-style-type: none"><li>• Does the agency have a CIP?</li><li>• Are local hazards identified?</li></ul>	<p>Contra Costa is in the process of creating a street light master plan which includes an inventory of existing street lights, evaluation of pole conditions, developing a street light design standard for LED retrofits; and defining a series of Capital Improvement Projects to upgrade the countywide lighting system. The lighting inventory database collected for this project is currently being used by County staff to pursue an LED lighting retrofit project with PG&amp;E. The next phase of the project will define Capitol Projects to repair current lighting deficiencies.</p>																				
<p><i>Financial ability of agencies to provide services.</i></p> <ul style="list-style-type: none"><li>• Has the agency prepared a rate study?</li><li>• Do revenues exceed expenditures?</li></ul>	<p><i>Rates:</i></p> <p>CSA L-100's service charges are apportioned to ensure costs are borne only by properties receiving direct benefit, like operation, maintenance, and capital replacement, without extending beyond its boundaries. The service CSA L-100 charges are calculated using the Equivalent Dwelling Unit (EDU) factor, which measures the degree of benefit relative to single-family residential parcels, designated as one EDU (1.00 EDU). This structured approach results in an equitable distribution of costs across various property types. The FY 2023-24 charge was \$14.94 per EDU.</p> <table><tr><th>Land use</th><th>Unit #</th><th>EDUs #</th><th>FY 23-24 Charge</th></tr><tr><td>Single Family</td><td>1.00</td><td>1.00</td><td>\$14.94</td></tr><tr><td>Condominiums</td><td>1.00</td><td>0.50</td><td>\$7.47</td></tr><tr><td>10 unit Apartment</td><td>10.00</td><td>5.00</td><td>\$74.70</td></tr><tr><td>30 unit Apartment</td><td>30.00</td><td>7.00</td><td>\$104.58</td></tr></table>	Land use	Unit #	EDUs #	FY 23-24 Charge	Single Family	1.00	1.00	\$14.94	Condominiums	1.00	0.50	\$7.47	10 unit Apartment	10.00	5.00	\$74.70	30 unit Apartment	30.00	7.00	\$104.58
Land use	Unit #	EDUs #	FY 23-24 Charge																		
Single Family	1.00	1.00	\$14.94																		
Condominiums	1.00	0.50	\$7.47																		
10 unit Apartment	10.00	5.00	\$74.70																		
30 unit Apartment	30.00	7.00	\$104.58																		

<sup>99</sup> Contra Costa LAFCO 2020 Census and DCD Analysis (Block Calc Method)

<sup>100</sup> <https://www.arcgis.com/apps/View/index.html?appid=c3e4e4e1d115468390cf61d9db83efc4>

	Commercial	N/A	5.00	\$74.70
	Industrial Building	N/A	5.00	\$74.70
	Church	N/A	5.00	\$74.70
	Vacant Land	N/A	0.50	\$7.47
<p><i>Revenues:</i> Last three years ranged from \$1,749,033 to \$1,858,533.</p> <p><i>Revenues versus Expenditures:</i> Budgeted expenditures consistently exceeded budgeted revenue by \$6,451,219-\$7,703,656 for FY 2020-2023. The budgeted expenditures are significantly higher than the actual expenditures for both FY 2020-21 and FY 2021-22. The actual revenues for FY 2020-22 exceeded the actual expenditures in those years. The budgeted expenditures for all years are consistently high, suggesting an expectation of higher expenditures relative to revenues in the budget plans. For FY 2020-23, services and supplies were the largest budgeted expenditure category ranging from \$7,422,137-8,623,689. However, for FY 2020-22 actual services and supply charges ranged from \$792,523-\$828,278. Without supplemental financial support, the budgeted deficit for FY 2020-2023 is unsustainable.</p>				
<i>Status of, and opportunities for, shared facilities.</i>	CSA L-100 works in coordination with PG&E to service light infrastructure. County staff are working through an inventory of streetlights with PG&E to determine infrastructure ownership.			
<i>Accountability for community service needs, including government structure and operational facilities.</i> <ul style="list-style-type: none"> <li>• Does the agency have a website?</li> <li>• Does the agency post a public outreach tool (such as a calendar or newsletter) on its website?</li> </ul>	All county owned streetlights are identified with a county seal and a unique number that allows staff to service the inquiry quickly. Customers are able to submit a service request on-line or contact staff by phone at: <a href="https://www.contracosta.ca.gov/requestservices">https://www.contracosta.ca.gov/requestservices</a> or 925-313-2000.			
<i>Any other matter related to effective or efficient service delivery, as required by commission policy.</i>	CSA L-100 launched the Streetlight Pole Replacement Program in FY 2022-2023 to tackle the challenges posed by aging infrastructure. This ongoing initiative aims to identify, assess, and replace outdated, damaged, or structurally compromised streetlight poles, enhancing the safety and reliability of street lighting throughout the county. With projects already underway, such as the replacement of streetlight poles and pull boxes along Cummings Highway and Crocket Boulevard in Crocket, and plans for significant updates in the Alamo Creek area, CSA L-100 is committed to maintaining and improving its street lighting assets. This commitment is further supported by an active Asset Management System, which facilitates comprehensive management of streetlight assets, from accounting and inspection to repairs, ensuring CSA L-100's long-term financial stability and service efficiency.			

### Sphere of Influence Determinations

MSR/SOI “zero” (2013)

### 3.2.2 M-1 Delta Ferry

**Table 3-55: MSR Determinations for M-1 Delta Ferry**

Topic and Performance Measures	Determination
<p><i>Growth and Population for the affected area.</i></p> <ul style="list-style-type: none"> <li>• Is the existing population estimated?</li> <li>• Is the projected future growth estimated?</li> </ul>	<p>The current population within the M-1 service area is approximately 36 people as of 2020.<sup>101</sup></p> <p>Bradford Island's land uses include agricultural, commercial, residential, and gas extraction. Growth estimates for the island are unknown but the island has not experienced significant recent growth and does not anticipate changes in service demand in the future.</p> <p>Webb Tract is under the ownership of a single landowner (Delta Wetlands Properties) and contains agricultural land uses and farming operations. No one lives on the island, and no growth is anticipated in the future.<sup>102</sup></p>
<p><i>Location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence.</i></p>	<p>M-1's boundary does not contain DUCs.<sup>103</sup> These services were most recently reviewed under the Miscellaneous County Service Areas Municipal Service Review (2013). These services have remained relatively unchanged since the publication of these reports.</p>
<p><i>Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies, including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence.</i></p> <ul style="list-style-type: none"> <li>• Does the agency have a CIP?</li> <li>• Are local hazards identified?</li> </ul>	<p>Bradford Reclamation District No. 2059 (Bradford Island) is one of two districts covered by the Delta Ferry under the Delta Ferry Authority JPA.<sup>104</sup> They conducted a Levee and Flood Control Facilities Improvement Assessment in FY2022-23.<sup>105</sup> The Assessment notes that though no levee rehabilitation work has been formally presented, the District has several locations that could be rehabilitated if funding were available. These locations were to the North and West sides of Bradford Island which are within the service area but not directly associated with Delta Ferry Infrastructure. As a water-based access District only, the ability to repair levee failure is by barge only and requires immediate action.</p> <p>Reclamation District No. 2026, the other District in the Delta Ferry Authority JPA, created a 2024 Hazard Mitigation Plan (HMP).<sup>106</sup> This HMP identified the ferry slip on Jersey Island as potentially vulnerable during an earthquake. Additionally, as a water-based access District only, the ability to repair levee failure is by barge only and requires immediate action.</p>
<p><i>Financial ability of agencies to provide services.</i></p> <ul style="list-style-type: none"> <li>• Has the agency prepared a rate study?</li> <li>• Do revenues exceed expenditures?</li> </ul>	<p><b>Rates:</b></p> <p>Revenues were composed of property taxes and intergovernmental funds. The County receives and passes through the property tax revenues for the operation of CSA</p>

<sup>101</sup> Contra Costa LAFCO 2020 Census and DCD Analysis (Block Calc Method)

<sup>102</sup> <https://contracostasda.specialdistrict.org/reclamation-district-2026-webb-tract>

<sup>103</sup> <https://www.arcgis.com/apps/View/index.html?appid=c3e4e4e1d115468390cf61d9db83efc4>

<sup>104</sup> [https://bradfordisland.com/wp-content/uploads/2022/06/2022-Newsletter-for-Prop-218-RAH\\_BWJ.pdf](https://bradfordisland.com/wp-content/uploads/2022/06/2022-Newsletter-for-Prop-218-RAH_BWJ.pdf)

<sup>105</sup> <https://bradfordisland.com/assessments/>

<sup>106</sup> <https://www.contracosta.ca.gov/DocumentCenter/View/82633/RD-No-2026-Annex-2024-HMP>

	<p>M-1. Under the terms of the JPA for the Delta Ferry, each district must approve the annual budget for the Delta Ferry Authority and make contributions to the JPA as agreed upon by both parties. To further fund the ferry's operation and maintenance, riders are charged a round-trip ferry toll.</p> <table border="1"> <thead> <tr> <th>Axles/Mode of Transportation</th><th>2023-24 Toll</th></tr> </thead> <tbody> <tr> <td>Walk-on, Motorized Bike, Skateboard, and any other type of rideable elements</td><td>\$7.75</td></tr> <tr> <td>2 axles (includes motorcycles)</td><td>\$15.50</td></tr> <tr> <td>3 axles</td><td>\$31.00</td></tr> <tr> <td>4 axles</td><td>\$46.50</td></tr> <tr> <td>5 axles</td><td>\$62.00</td></tr> </tbody> </table> <p><i>Revenues:</i> CSA M-1 offsets cost of ferry services and brought in annual revenue of \$66,053-\$75,000 in the last three years.</p> <p><i>Revenues versus Expenditures:</i> CSA M-1 is one of several funding mechanisms for the Delta Ferry. Funding for the ferry is minimally adequate without repairs to assets. When there were no unexpected repairs in FY 2021-22, revenue exceeded expenditures, but only by \$1,549. There was a deficit of \$25,619 in FY 2020-2021 followed by a deficit in FY 2022-2023 of \$6,245 due to unexpected dock and ferry repairs.<sup>107</sup> The ferry costs an estimated \$12,500 per year with no repairs (\$9,000 per month payable to the Delta Ferry Authority (DFA) and an additional \$4,500 per year for accounting from each Reclamation District in the JPA).</p> <p style="text-align: center;">○</p>	Axles/Mode of Transportation	2023-24 Toll	Walk-on, Motorized Bike, Skateboard, and any other type of rideable elements	\$7.75	2 axles (includes motorcycles)	\$15.50	3 axles	\$31.00	4 axles	\$46.50	5 axles	\$62.00
Axles/Mode of Transportation	2023-24 Toll												
Walk-on, Motorized Bike, Skateboard, and any other type of rideable elements	\$7.75												
2 axles (includes motorcycles)	\$15.50												
3 axles	\$31.00												
4 axles	\$46.50												
5 axles	\$62.00												
<i>Status of, and opportunities for, shared facilities.</i>	None identified. When the Victory II is out for repairs, a ferry for Ryer Island (The Real McCoy II) is leased as a temporary replacement.												
<i>Accountability for community service needs, including government structure and operational facilities.</i> <ul style="list-style-type: none"> <li>• Does the agency have a website?</li> <li>• Does the agency post a public outreach tool (such as a calendar or newsletter) on its website?</li> </ul>	<p>Service issues can be submitted via verbal communication to ferry personnel, email or telephone communications to DFA director(s). As part of the JPA for the ferry, Reclamation District 2059's website includes a complete set of Ferry Regulations: <a href="http://www.bradfordisland.com">www.bradfordisland.com</a></p> <p>More information about the Delta Ferry and the DFA can be found at: <a href="https://bradfordisland.com/ferry-info/">https://bradfordisland.com/ferry-info/</a></p> <p>The Ferry hotline number is: 925-684-3766<sup>108</sup></p>												

<sup>107</sup> [https://bradfordisland.com/wp-content/uploads/2022/06/2022-Newsletter-for-Prop-218-RAH\\_BWJ.pdf](https://bradfordisland.com/wp-content/uploads/2022/06/2022-Newsletter-for-Prop-218-RAH_BWJ.pdf)

<sup>108</sup> <https://bradfordisland.com/wp-content/uploads/2023/06/2023-Rules-Regulations-After-Hours-Requests.pdf>

	There is a Ferry Representative for DFA meetings. The current one is President Robert Davies. President Davies attends all ferry district meetings and reports back to the board of trustees. If President Davies is not available, a backup person will attend.
<i>Any other matter related to effective or efficient service delivery, as required by commission policy.</i>	The ferry (Victory II) was built in 1947 and underwent repowering in 2016 (new engines, electrical, props) due to damage from higher-than-normal flow velocities due to the installation of an Emergency Drought Barrier. <sup>109</sup>

**Sphere of Influence Determinations**

SOI changes as noted.

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<sup>109</sup> [https://water.ca.gov/-/media/DWR-Website/Web-Pages/Water-Basics/Drought/Files/Publications-And-Reports/EDB-Efficacy-Report\\_June-2019\\_ay11.pdf](https://water.ca.gov/-/media/DWR-Website/Web-Pages/Water-Basics/Drought/Files/Publications-And-Reports/EDB-Efficacy-Report_June-2019_ay11.pdf)

### 3.2.3 M-20 Parkway Tree Maintenance

**Table 3-56: MSR Determinations for M-20 Parkway Tree Maintenance**

Topic and Performance Measures	Determination
<i>Growth and Population for the affected area.</i> <ul style="list-style-type: none"> <li>• Is the existing population estimated?</li> <li>• Is the projected future growth estimated?</li> </ul>	The current population within the M-20 service area is 3,675 people as of 2020. <sup>110</sup> Projected growth for the CSA is not known.
<i>Location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence.</i>	DUCs services were most recently reviewed under the Miscellaneous County Service Areas Municipal Service Review (2013).
<i>Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies, including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence.</i> <ul style="list-style-type: none"> <li>• Does the agency have a CIP?</li> <li>• Are local hazards identified?</li> </ul>	A majority of the CSA capital assets were trees along the north side of Willow Avenue but those have since been removed and the location has been paved over. Now there is a small lot on Willow Avenue with five trees and a few additional street trees that remain. The CSA fund balance could fund the potential replacement of trees and the installation of irrigation infrastructure. Staff are considering examining the lot for installation of passive park features which may include seating, shade, and or community informational signage.
<i>Financial ability of agencies to provide services.</i> <ul style="list-style-type: none"> <li>• Has the agency prepared a rate study?</li> <li>• Do revenues exceed expenditures?</li> </ul>	The current level of financing for the CSA is not adequate to fund the potential replacement of trees and the installation of irrigation infrastructure. The actual expenditures for FY 2020-21 and FY 2021-22 are significantly lower than the budgeted expenditures. The budgeted expenditures for FY 2020-23 suggest a strong expectation of expenditures greatly exceeding revenues. For FY 2020-23 services and supplies were the largest budgeted expenditure category ranging from \$31,847-\$51,951. Without supplemental financial support, the budgeted deficit for FY 2022-2023 is unsustainable.
<i>Status of, and opportunities for, shared facilities.</i>	The CSA is staffed by County Public Works staff and shares administrative costs and staffing with other CSAs. Staff have identified this CSA as having zero sphere of influence and as such, no opportunities for facility sharing were identified.
<i>Accountability for community service needs, including government structure and operational facilities.</i> <ul style="list-style-type: none"> <li>• Does the agency have a website?</li> <li>• Does the agency post a public outreach tool (such as a calendar or newsletter) on its website?</li> </ul>	Accountability for CSA residents in unincorporated areas is limited because there are presently no advisory bodies in which they might participate. The CSA demonstrated accountability and transparency by disclosing financial and service related information in response to LAFCO requests.
<i>Any other matter related to effective or efficient service delivery, as required by commission policy.</i>	None identified at this time.

### Sphere of Influence Determinations

No change in SOI

<sup>110</sup> Contra Costa LAFCO 2020 Census and DCD Analysis (Block Calc Method)



### 3.2.4 M-23 Drainage Maintenance and Geologic Hazard Abatement Service

**Table 3-57: MSR Determinations for CSA M-23 Drainage Maintenance and Geologic Hazard Abatement Service**

Topic and Performance Measures	Determination
<p><i>Growth and Population for the affected area.</i></p> <ul style="list-style-type: none"> <li>• Is the existing population estimated?</li> <li>• Is the projected future growth estimated?</li> </ul>	<p>The current population within the M-23 service area is 6,193 people as of 2020.<sup>111</sup> Between 2021 and 2022 the population of the greater Alamo CDP went from 10,874 to 10,622, a loss of -2.32%. This is not in line with the change in population for Blackhawk CDP for Census data from 2010 to 2020 which is approximately 3.02%.</p>
<p><i>Location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence.</i></p>	<p>The M-23 drainage maintenance and geologic hazard abatement service, which catered to six gated communities at the base of Mount Diablo in the unincorporated community of Blackhawk (approximately five miles east of the town of Danville). M-23 does not contain DUCs<sup>112</sup>. These services were most recently reviewed under the Miscellaneous County Service Areas Municipal Service Review (2013).</p>
<p><i>Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies, including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence.</i></p> <ul style="list-style-type: none"> <li>• Does the agency have a CIP?</li> <li>• Are local hazards identified?</li> </ul>	<p>Contra Costa Flood Control CIP Update 2021 does not have a project in the M-23 service area.</p> <p>The Plan of Control for the Blackhawk Geologic Hazard Abatement District has identified landslides due to earthquakes, precipitation, and/or human activities as the main geologic hazard.<sup>113</sup> The District is currently studying two large landslide sites (Blackhawk Executive Center and Blackhawk Plaza). Project repair and mitigation plans are being developed on these study sites and sites will continue to be monitored and addressed as risk priority.</p>
<p><i>Financial ability of agencies to provide services.</i></p> <ul style="list-style-type: none"> <li>• Has the agency prepared a rate study?</li> <li>• Do revenues exceed expenditures?</li> </ul>	<p><b>Rates:</b></p> <p>Revenues were composed of property taxes (99 percent) and reimbursements for homeowner exemptions (one percent). Property taxes paid by most CSA properties are allocated partly to CSA M-23; however, a tax rate area (66343) in the Canyons does not presently contribute. An ad valorem property tax is assessed to property owners within the Blackhawk GHAD service territory.<sup>114</sup> The District receives its share of this tax in accordance with a prescribed schedule.</p> <p><b>Revenues:</b></p> <p>Revenue predominantly came from property taxes and ranged from \$2,467,353-\$2,666,100 for FY 2020-2023. District tax revenue can generally be expected to rise over</p>

<sup>111</sup> Contra Costa LAFCO 2020 Census and DCD Analysis (Block Calc Method)

<sup>112</sup> <https://www.arcgis.com/apps/View/index.html?appid=c3e4e4e1d115468390cf61d9db83efc4>

<sup>113</sup>

[http://64.166.146.245/docs/2022/BOS/20220621\\_1980/49982\\_Blackhawk%20GHAD%20amendment%20to%20Plan%20of%20Control.pdf](http://64.166.146.245/docs/2022/BOS/20220621_1980/49982_Blackhawk%20GHAD%20amendment%20to%20Plan%20of%20Control.pdf)

<sup>114</sup> <https://www.blackhawkghad.com/documents-and-links>

	<p>time consistent with the Assessed Value of the CSA M-23 tax roles.<sup>115</sup> Annual increases of Assessed Value are generally limited to an inflation factor not exceeding 2% under California Proposition 13 (1978). However, Assessed Values are adjusted to actual property inflation rates when property changes ownership, or when new construction is completed. When viewed in the long term perspective, Ad Valorem tax revenue can be expected to rise at rate equal to the property inflation rate, as eventually almost all property changes ownership over time and has its Assessed Value aligned with the market value of the property. An exception to always rising tax revenues can and does occur in very infrequent periods of rapid property value decline, such as what occurred during the Great Recession years of 2007-2012. History shows that Assessed Values can decline during such periods, and it also shows that Assessed Values do recover and converge with historical property value inflation rates over time.</p> <p><i>Revenues versus Expenditures:</i>          Budgeted expenditures exceeded revenue for FY 2020-23 consistently by between \$183,552-\$214,729. The budgeted expenditures for all years indicate an expectation of expenditures exceeding net income. The actual expenditures for FY 2020-21 and FY 2021-22 show that actual expenditures were very close to actual revenues, with a small net income of \$60,832 for FY 2021-22 and a slight loss of \$29,655 for FY 2020-21. The budgeted expenditure for FY 2022-23 suggests a modest expectation of expenditures exceeding revenues. Without supplemental financial support, the budget deficit for FY 2022-2023 is unsustainable.</p>
<i>Status of, and opportunities for, shared facilities.</i>	The Blackhawk Homeowners Association (HOA) and the Blackhawk GHAD have worked together for over 27 years. Blackhawk Country Club has also worked collaboratively and successfully with the GHAD to provide and restore services to the community. <sup>116</sup>
<i>Accountability for community service needs, including government structure and operational facilities.</i> <ul style="list-style-type: none"> <li>• Does the agency have a website?</li> <li>• Does the agency post a public outreach tool (such as a calendar or newsletter) on its website?</li> </ul>	<a href="https://www.blackhawkghad.com/">https://www.blackhawkghad.com/</a>
<i>Any other matter related to effective or efficient service delivery, as required by commission policy.</i>	Severe storm events, including several atmospheric storms, from December 2022 to March 2023 produced over 295 debris flows, mudflows, and landslides causing significant community damage to infrastructure, with preliminary damage estimated to total over \$10,000,000. <sup>117</sup> The Blackhawk GHAD applied to the Federal Emergency

<sup>115</sup> <https://www.blackhawkghad.com/documents-and-links>

<sup>116</sup> <https://www.contracostalafco.org/wp-content/uploads/2023/01/08-Fiscal-Year-2023-24-Proposed-Budget-Schedule-and-Work-Plan-Preview.pdf>

<sup>117</sup> <https://blackhawkghad.com/wp-content/uploads/2023/11/BH-Budget-2023-2024.pdf>

	Response Agency (FEMA) for federal and state disaster area funds. Damage and repair estimates include emergency response, cleanup, and protective measures, as well as engineering, construction, repair, and administrative costs.
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**Sphere of Influence Determinations**

Zero SOI, see Section 3.5 Governance Options for SOI Update

### 3.2.5 M-31 BART RDA TDM Program

**Table 3-7: MSR Determinations for M-31 BART RDA TDM Program**

Topic and Performance Measures	Determination
<p><i>Growth and Population for the affected area.</i></p> <ul style="list-style-type: none"> <li>• Is the existing population estimated?</li> <li>• Is the projected future growth estimated?</li> </ul>	<p>The current M-31 service area population is 806 people as of 2020. <sup>118</sup> Between 2021 and 2022 the population of the greater Contra Costa Centre CDP went from 6,743 to 6,884, an increase of 2.09%. This is in line with the change in population for Contra Costa Centre CDP for Census data from 2010 to 2020 which is approximately 26.93%.</p>
<p><i>Location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence.</i></p>	<p>M-31's boundary does not contain DUCs. <sup>119</sup> These services were most recently reviewed under the Miscellaneous County Service Areas Municipal Service Review (2013).</p>
<p><i>Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies, including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence.</i></p> <ul style="list-style-type: none"> <li>• Does the agency have a CIP?</li> <li>• Are local hazards identified?</li> </ul>	<p>Public Works staff plan to investigate bike inventory for functionality and consider replacement accordingly. Any replacements will be done with e-bikes. They currently have 14 bikes which include both conventional and e-bikes. There are 2 electric and 2 hybrid vehicles currently in CCCA inventory. Past practice has been documented that at the end of a vehicle's life, the cars are sold and funds used for other program features. On at least one occurrence, the vehicle was traded in toward a new purchase. Within the next five (5) years CCCA plans to replace two 10-year-old CMax hybrid vehicles with electric vehicles. With the increase in electric vehicle sales CCCA plans on installing two (2) additional charging stations at the Transit Village.</p> <p>In FY 2023-2024, the CSA intends to replace the TDM's Nissan Leaf fully electric vehicle and add two new e-bikes to their fleet to replace aging bikes. CSA M-31 is also making arrangements to discontinue the 10-year-old antiquated Inverse Vehicle Reservation System and replace it with a Smart Mobility Company that will provide the IOS/Android application based booking and keyless entry system to manage vehicles and e-bikes.</p>
<p><i>Financial ability of agencies to provide services.</i></p> <ul style="list-style-type: none"> <li>• Has the agency prepared a rate study?</li> <li>• Do revenues exceed expenditures?</li> </ul>	<p><b>Rates:</b></p> <p>Each parcel of real property receiving transportation demand management services within CSA M-31 is subject to a basic service charge for CSA M-31. The maximum charge rates may be adjusted annually to reflect the prior year's change in the Consumer Price Index (CPI) for All Urban Consumers for the Bay Area: San Francisco-Oakland-San Jose. The base CPI used was June 2007 (216.123). Starting in FY 2008-2009 the annual CPI was changed to February for administrative purposes and the annual change in the February CPI shall be used in each subsequent year. Any change in the rate which is the result of the change in the CPI shall not be deemed an increase in the service charge subject to the requirements of Proposition 218.</p>

<sup>118</sup> Contra Costa LAFCO 2020 Census and DCD Analysis (Block Calc Method)

<sup>119</sup> <https://www.arcgis.com/apps/View/index.html?appid=c3e4e4e1d115468390cf61d9db83efc4>

	<p>For FY 2023-2024 the allowed maximum rate is shown below and has been calculated as follows:<sup>120</sup> The February 2023 CPI is 337.173, which is a 5.30% increase over the February 2022 CPI.</p> <ul style="list-style-type: none"> <li>• Developed Residential <ul style="list-style-type: none"> <li>○ \$80.57/residential unit in FY 2022-2023 +5.30% CPI increase for FY 2023-2024 = \$84.84</li> </ul> </li> <li>• Developed Commercial <ul style="list-style-type: none"> <li>○ \$0.1418/square foot in FY 2022-2023 +5.30% CPI increase for FY 2023-2024 = \$0.1493</li> </ul> </li> </ul> <p>In FY 2023-2024, it has been determined that based upon projected expenditures, the maximum rate of \$84.84/residential unit and \$0.1493/square foot will need to be collected. The charge per parcel may vary slightly due to rounding adjustments.</p> <p><i>Revenues:</i></p> <p>It is estimated \$383,000.26 in revenue will be necessary to provide the services referenced above in FY 2023-2024.<sup>121</sup> Charges for services brought in \$346,500-\$358,400 in revenue from 2021-2023.</p> <p><i>Revenues versus Expenditures:</i></p> <p>The budgeted fund balance for M-31 equals the actual fund balance as 100% of available fund balance is utilized.<sup>122</sup></p> <p>According to publicly available reports, CSA M-31 has been budgeting for a net deficit for the last three years ranging from \$75,543 to \$240,581 from 2021-2023. The publicly reported budgeted net income indicates an expectation of expenditures exceeding revenues by a modest to significant margin each year. The publicly reported actual net income for FY 2020-21 and FY 2021-22 show that actual revenues exceeded actual expenditures. Without supplemental financial support, the budget deficit for FY 2022-2023 is unsustainable.</p>
<p><i>Status of, and opportunities for, shared facilities.</i></p>	<p>The Contra Costa Centre Association (CCCA) is a non-profit agency governed by a board of representatives from participating commercial property owners. The CSA's TDM program and budget is reviewed annually by the CCCA board. CCCA declined to provide information on its own budget; however, the CSA component of the CCCA budget is reviewed annually by the County. CCCA provides monthly TDM expenditure reports to the County. Since CCCA is the direct service provider for the CSA, the CSA funds a portion of the CCCA budget. The County renews the contract with CCCA annually.</p> <p>There is a childcare program in the Contra Costa Centre area. Commercial property owners in the area were required by the County General Plan to implement a childcare mitigation program. The program is funded by a</p>

<sup>120</sup> [http://64.166.146.245/docs/2023/BOS/20230613\\_2147/52898\\_CSA%20M-31\\_23-24tentative.pdf](http://64.166.146.245/docs/2023/BOS/20230613_2147/52898_CSA%20M-31_23-24tentative.pdf)

<sup>121</sup> [http://64.166.146.245/docs/2023/BOS/20230613\\_2147/52898\\_CSA%20M-31\\_23-24tentative.pdf](http://64.166.146.245/docs/2023/BOS/20230613_2147/52898_CSA%20M-31_23-24tentative.pdf)

<sup>122</sup> Source: public works staff personal communications

	<p>trust account that the commercial property owners voluntarily funded. The interest revenue from the trust fund pays for childcare subsidies for low- and moderate-income employees of the area. The County BOS approves the CSA budget and reviews the payments (from a fund separate from the CSA) for monthly invoices related to the childcare program.</p> <p>The County Department of Conservation &amp; Development credits CCCA with being instrumental in obtaining grant funds from the U.S. Department of Energy and other sources to fund eight vehicle charging stations, as well as installation costs for electric vehicle charging stations, commuter survey analysis and bike lockers.</p>
<p><i>Accountability for community service needs, including government structure and operational facilities.</i></p> <ul style="list-style-type: none"> <li>• Does the agency have a website?</li> <li>• Does the agency post a public outreach tool (such as a calendar or newsletter) on its website?</li> <li>• What is the recommendation for mergers, consolidations, or other changes to governance structure?</li> </ul>	<p>The County Connection Advisory Committee provides guidance on CSA M-31 and other county transit resources. The primary purpose of the Advisory Committee is to review, analyze, and advise the County Connection Board of Directors on issues and policies relating to fixed-route and paratransit service. Committee members also act as a citizen liaison from the represented jurisdiction. County Connection has a website with information about community services and the advisory committee: <a href="https://countyconnection.com/">https://countyconnection.com/</a></p>
<p><i>Any other matter related to effective or efficient service delivery, as required by commission policy.</i></p>	<p>None identified at this time.</p>

### Sphere of Influence Determinations

MSR/SOI expanded SOI (2013).<sup>123</sup> No change in SOI.

<sup>123</sup> <https://www.contracostalafco.org/wp-content/uploads/2023/01/08-Fiscal-Year-2023-24-Proposed-Budget-Schedule-and-Work-Plan-Preview.pdf>

### 3.2.6 RD-4 Road Maintenance

**Table 3-8: MSR Determinations for RD-4 Road Maintenance**

<b>Topic and Performance Measures</b>	<b>Determination</b>
<i>Growth and Population for the affected area.</i> <ul style="list-style-type: none"> <li>• Is the existing population estimated?</li> <li>• Is the projected future growth estimated?</li> </ul>	The current population within the RD-4 service area is 99 people as of 2020. <sup>124</sup> The projected population growth for RD-4 is unknown.
<i>Location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence.</i>	RD-4 SOI does not contain DUCs. <sup>125</sup> These services were most recently reviewed under the Contra Costa LAFCO: East County Sub-Regional Municipal Services Review (2008). These services have remained relatively unchanged since the publication of these reports.
<i>Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies, including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence.</i> <ul style="list-style-type: none"> <li>• Does the agency have a CIP?</li> <li>• Are local hazards identified?</li> </ul>	RD-4 covers roughly 0.12 square miles of road which is currently in disrepair. Staff are working to build up the fund balance to repave the road. In response to community feedback, “NO PARKING” signs were installed two (2) years ago but to save sufficient revenue needed for the repaving, very little is done in the area.
<i>Financial ability of agencies to provide services.</i> <ul style="list-style-type: none"> <li>• Has the agency prepared a rate study?</li> <li>• Do revenues exceed expenditures?</li> </ul>	<p><i>Revenues:</i> Revenue predominantly came from property taxes and ranged from \$7,890-\$10,050 for FY 2020-2023.</p> <p><i>Revenues versus Expenditures:</i> The budgeted fund balance for RD-4 equals the actual fund balance as 100% of available fund balance is utilized.<sup>126</sup></p> <p>From FY 2020-2022 the CSA’s publicly reported actual revenues exceeded expenditures. Maintenance or replacement of the roadway is not performed annually; the fund balance accumulates from year to year, so that a sufficient amount can be available when needed. In FY 2022-23, budgeted costs increased to \$145,550 while revenue was considerably lower at \$10,050. Contra Costa treated Dutch Slough Road to Jersey Island Road with a single chip seal during this time.<sup>127</sup> The publicly reported budgeted net income for all years indicates an expectation of expenditures significantly exceeding revenues. The publicly reported actual net income for FY 2020-21 and FY 2021-22 shows that actual revenues exceeded actual expenditures, resulting in better-than-expected financial performance. The budgeted net income for FY 2022-23 suggests a continued expectation of expenditures greatly exceeding revenues.</p>
<i>Status of, and opportunities for, shared facilities.</i>	No opportunities for sharing facilities were identified. If, in the future, this reach of Dutch Slough Road becomes part of

<sup>124</sup> Contra Costa LAFCO 2020 Census and DCD Analysis (Block Calc Method)

<sup>125</sup> <https://www.arcgis.com/apps/View/index.html?appid=c3e4e4e1d115468390cf61d9db83efc4>

<sup>126</sup> Source: public works staff personal communications

<sup>127</sup> <https://www.contracosta.ca.gov/DocumentCenter/View/71061/2021-Chip-Seal-Schedule>



	the dedicated County Road system, the method of financing could be changed to include County Road Funds.
<i>Accountability for community service needs, including government structure and operational facilities.</i> <ul style="list-style-type: none"><li>• Does the agency have a website?</li><li>• Does the agency post a public outreach tool (such as a calendar or newsletter) on its website?</li></ul>	Customers can reach out about their community service needs by contacting Contra Costa County Public works by telephone 925-313-2000, by email at: <a href="mailto:SPDist@pw.cccounty.us">SPDist@pw.cccounty.us</a> Or by requesting services at: <a href="https://ContraCosta.ca.gov/RequestServices">ContraCosta.ca.gov/RequestServices</a>
<i>Any other matter related to effective or efficient service delivery, as required by commission policy.</i>	None identified at this time.

### Sphere of Influence Determinations

Zero SOI, see Section 3.5 Governance Options.

### 3.2.7 T-1 Transit

**Table 3-9: MSR Determinations for T-1 Transit**

Topic and Performance Measures	Determination
<p><i>Growth and Population for the affected area.</i></p> <ul style="list-style-type: none"> <li>• Is the existing population estimated?</li> <li>• Is the projected future growth estimated?</li> </ul>	<p>The current population within the T-1 service area is 4,495 people as of 2020.<sup>128</sup> Between 2021 and 2022 the population of the greater Camino Tassajara CDP went from 6,279 to 6,234, a loss of -0.72%. This is not in line with the change in population for Camino Tassajara CDP for Census data from 2010 to 2020 which is approximately 125.38%.</p>
<p><i>Location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence.</i></p>	<p>T-1's SOI does not contain DUCs.<sup>129</sup> These services were most recently reviewed under the Miscellaneous County Service Areas Municipal Service Review (2013). These services have remained relatively unchanged since the publication of these reports.</p>
<p><i>Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies, including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence.</i></p> <ul style="list-style-type: none"> <li>• Does the agency have a CIP?</li> <li>• Are local hazards identified?</li> </ul>	<p>The long-term strategy for CSA T-1 involves expanding the vanpool/shuttle service and providing full-scale County Connection bus service if the existing service proves successful and more commuter transit demand is demonstrated. However, the ridership demand has not achieved the level that warrants a full-scale fixed bus route.</p>
<p><i>Financial ability of agencies to provide services.</i></p> <ul style="list-style-type: none"> <li>• Has the agency prepared a rate study?</li> <li>• Do revenues exceed expenditures?</li> </ul>	<p><b>Rates:</b> The CSA T-1 annual total service charge was \$658,134.88 for FY 2022-2023 and is projected to be \$693,042.68 in FY 2023-2024. The increase is based on the Consumer Price Index (CPI) for the San Francisco Bay Area (All Urban Consumers). The service charge was \$500.39 per developed equivalent dwelling unit in FY 2022-2023 and will be \$526.93 per developed equivalent dwelling unit in FY 2023-2024. The annual service charges for CSA T-1 will be levied on 1,187 parcels in FY 2023-2024.<sup>130</sup></p> <p><b>Revenues:</b> CSA T-1 revenues are composed primarily of assessments, and secondarily of interest income. Revenue ranged from \$600,000-\$641,500 for FY 2020-2023.</p> <p><b>Revenues versus Expenditures:</b> The budgeted fund balance for T-1 equals the actual fund balance as 100% of available fund balance is utilized.<sup>131</sup></p> <p>Publicly reported budgeted expenditures exceeded budgeted revenue by \$2,819,774 to \$3,344,968 for FY 2020-2023. The publicly reported budgeted net income indicates an expectation of expenditures significantly exceeding</p>

<sup>128</sup> Contra Costa LAFCO 2020 Census and DCD Analysis (Block Calc Method)

<sup>129</sup> <https://www.arcgis.com/apps/View/index.html?appid=c3e4e4e1d115468390cf61d9db83efc4>

<sup>130</sup> [http://64.166.146.245/agenda\\_publish.cfm?id=&mt=ALL&get\\_month=6&get\\_year=2024&dsp=agm&seq=52899&rev=0&ag=2157&ln=107655&nseq=53408&nrev=0&pseq=52898&prev=0#ReturnTo107655](http://64.166.146.245/agenda_publish.cfm?id=&mt=ALL&get_month=6&get_year=2024&dsp=agm&seq=52899&rev=0&ag=2157&ln=107655&nseq=53408&nrev=0&pseq=52898&prev=0#ReturnTo107655)

<sup>131</sup> Source: public works staff personal communications

	revenues each year. The publicly reported actual net income for FY 2020-21 and FY 2021-22 shows that actual revenues exceeded actual expenditures resulting in a positive net income of \$116,438-\$408,756. The publicly reported budget for FY 2022-23 suggests a continued expectation of expenditures greatly exceeding revenues.
<i>Status of, and opportunities for, shared facilities.</i>	<p>CSA T-1 coordinates with the Regional Transportation Planning Commission on bike paths and roadway improvements. The CSA actively participates in all transportation projects within Bay Area, including the following working groups and regional sub-committees:</p> <ul style="list-style-type: none"> <li>• Contra Costa County Transit Authority</li> <li>• Technical Coordination Committee</li> <li>• Metropolitan Transportation Commission</li> </ul> <p>In 2022, CSA T-1 coordinated with the Homeowners Association in Danville to advertise the County Connection shuttle service to residents on their website. For FY 2023-24, CSA T-1 continued outreach efforts by advertising through Homeowners Associations and partnering with County Connection on the design and layout of postcards to be mailed to residents of CSA T-1 by Contra Costa County's print and mail services.</p>
<i>Accountability for community service needs, including government structure and operational facilities.</i> <ul style="list-style-type: none"> <li>• Does the agency have a website?</li> <li>• Does the agency post a public outreach tool (such as a calendar or newsletter) on its website?</li> </ul>	<p>For Alamo Creek Shuttle, riders use the same telephone number to submit complaints as they do to reserve the service: 925-943-1829.</p> <p>CSA T-1 has sent several outreach postcards to residents and coordinated with the Homeowners Association in Danville to advertise the County Connection shuttle service to residents on their website</p>
<i>Any other matter related to effective or efficient service delivery, as required by commission policy.</i>	None identified at this time.

### Sphere of Influence Determinations

MSR/SOI provisional SOI (2013)<sup>132</sup>. No change in SOI

<sup>132</sup> <https://www.conracostalafco.org/wp-content/uploads/2023/01/08-Fiscal-Year-2023-24-Proposed-Budget-Schedule-and-Work-Plan-Preview.pdf>

## 3.3 Libraries

### 3.3.1 LIB-2 El Sobrante

Table 3-10: MSR Determinations for LIB-2 El Sobrante

Topic and Performance Measures	Determination
<p><i>Growth and Population for the affected area.</i></p> <ul style="list-style-type: none"> <li>• Is the existing population estimated?</li> <li>• Is the projected future growth estimated?</li> </ul>	<p>The current population within the LIB-2 service area is 15,538 people as of 2020.<sup>133</sup> The service area is nearing full development, the recent growth is limited, suggesting a consistent demand for library services. The introduction of approximately 200 housing units in the foreseeable future indicates a modest increase in service demand, which CSA LIB-2 is well-equipped to accommodate given its stable funding mechanism and strategic support from the CCCL system.</p>
<p><i>Location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence.</i></p>	<p>LIB-2's SOI does not contain DUCs.<sup>134</sup> These services were most recently reviewed under the Miscellaneous County Service Areas Municipal Service Review (2013). These services have remained relatively unchanged since the publication of these reports.</p>
<p><i>Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies, including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence.</i></p> <ul style="list-style-type: none"> <li>• Does the agency have a CIP?</li> </ul>	<p>The Contra Costa County Library system has a 2024 Strategic Plan Update. Objectives for the Strategic Plan include (a) increasing opportunities for literacy, education, and lifelong learning through physical and digital collections, programming, and access to technology by 10%, (b) increasing library use by 10%, and (c) increasing market penetration in the service area by 5%. One of the strategies in the Strategic Plan includes increasing the library's budget by securing new revenue sources.</p> <p>The Library Performance Report for FY21-22 cited staffing shortages due to a large number of retirements and resignations as a challenge to the department. Like many other county departments and industries around the country, the Library system struggled to fill open positions due to worker shortages and difficulty attracting replacements due to comparatively lower salaries. For FY 21-22, the year began with a 20 percent vacancy rate and was reduced to 12 percent by the end of the year.</p> <p>The Contra Costa County Library Performance Report for FY21-22 noted the following related accomplishments:</p> <ul style="list-style-type: none"> <li>• In FY 2020-21, libraries piloted free scanning and limited free printing for those in the community needing these services including Antioch, Bay Point, Concord, Hercules, Pittsburg, and San Pablo. After a successful pilot, the program was extended to all libraries and was approved as a permanent policy by the Board of Supervisors on March 1, 2022.</li> </ul>

<sup>133</sup> Contra Costa LAFCO 2020 Census and DCD Analysis (Block Calc Method)

<sup>134</sup> <https://www.arcgis.com/apps/View/index.html?appid=c3e4e4e1d115468390cf61d9db83efc4>

	<ul style="list-style-type: none"><li>• The Library completed a diversity audit of its physical collection and is in the process of analyzing the findings which will be implemented in 2023.</li><li>• The Library updated its assistive technology on public computers with new headphones and NVDA screen reading software at each branch to improve access for patrons with visual impairments.</li><li>• Lendable State Parks passes provided by the State Library were launched.</li><li>• The 2022 Summer Reading Program featured a wide variety of programs, information and entertainment for all ages and for the first time offered a way for all ages to participate entirely online earning badges and completing online challenges.</li><li>• In response to library user needs, the Library continues to update its online and downloadable resources. The department purchased a new subscription to Kanopy, which provides streaming films; Lynda.com, an online learning site that hosts a growing library of courses and videos; and Skillsoft IT Pro, a collection of ebooks and videos that cover a wide-range of technology topics.</li><li>• The Library completed its migration to CENIC, a cost-effective, high-speed broadband network provided through a partnership of education and governmental institutions throughout the state.</li><li>• The library's adult literacy program, Project Second Chance, provides adults free and confidential literacy instruction. PSC also offers volunteer tutors an opportunity to make a difference in their community by giving the gift of literacy.</li><li>• The Lunch at the Library program provided critically needed meals to children. In 2022, lunches were offered at eight library locations which served 5,640 meals and gave away 2,801 food boxes. In 2024, the El Sobrante Library served free bagged lunch to take home on Thursdays and Fridays summer from 11am-1pm (while supplies last). Meals were provided by the WCCUSD Food Services.</li></ul>
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<p><i>Financial ability of agencies to provide services.</i></p> <ul style="list-style-type: none"> <li>• Has the agency prepared a rate study?</li> <li>• Do revenues exceed expenditures?</li> </ul>	<p><i>Rates:</i></p> <p>Contra Costa County libraries are funded solely from property tax, of which they receive 1.5% of the 1% ad valorem tax. The library does not receive any general fund monies from the County. The Library's budget for FY23-24 is \$41.3 million, which is less than 1% of the County's entire budget.</p> <p><i>Revenues:</i></p> <p>Budgeted revenue for FY 2020-2023 ranged from \$133,526 to \$275,022. For FY 2022-2023 it was \$151,400.</p> <p><i>Revenues versus Expenditures:</i></p> <p>CSA LIB-2 only funds a portion of the operating costs for the El Sobrante Library. Budgeted revenue consistently exceeded budgeted expenditures by \$56,731 to \$196,248 for FY 2020-2023. The budgeted net income indicates an expectation of revenue exceeding expenditures by a modest margin each year. For FY 2020-21, the actual revenue followed this trend. However, the actual net income for FY 2020-21 is highly negative, indicating that actual expenditures significantly exceeded actual revenue for this year. For that FY, actual expenditures were significantly lower than budgeted expenditures, but property taxes were significantly lower than what had been budgeted, resulting in negative income. The budget for FY 2022-23 suggests a continued expectation of expenditures modestly exceeding revenues.</p>
<p><i>Status of, and opportunities for, shared facilities.</i></p>	<p>The El Sobrante Library is one of 26 in the County. CCCL offers materials access from multiple other library systems through the Link-Plus interlibrary loan program. CCCL offers its library patrons not only access to its own combined collection but also access to collections of other municipal library systems (e.g., San Francisco and Sacramento) and collegiate libraries.</p>
<p><i>Accountability for community service needs, including government structure and operational facilities.</i></p> <ul style="list-style-type: none"> <li>• Does the agency have a website?</li> <li>• Does the agency post a public outreach tool (such as a calendar or newsletter) on its website?</li> </ul>	<p>The library staff can be contacted at:  <a href="https://ccclib.org/contact-us">https://ccclib.org/contact-us</a></p>
<p><i>Any other matter related to effective or efficient service delivery, as required by commission policy.</i></p>	<p>The Library Performance Report for FY21-22 indicates the Contra Costa Library system is reviewing the Library's staffing to merge part-time positions as appropriate to address staffing issues.</p>

## Sphere of Influence Determinations

No change in SOI

### 3.3.2 LIB-10 Pinole

**Table 3-11: MSR Determinations for LIB-10 Pinole**

Topic and Performance Measures	Determination
<p><i>Growth and Population for the affected area.</i></p> <ul style="list-style-type: none"> <li>• Is the existing population estimated?</li> <li>• Is the projected future growth estimated?</li> </ul>	<p>The current population within the LIB-10 service area is 29,267 people as of 2020.<sup>135</sup> Between 2021 and 2022 the population of the largest population center within the CSA, the City of Pinole, went from 19,065 to 18,946, a loss of -0.62%. This is not in line with the change in population for City of Pinole for Census data from 2010 to 2020 which is approximately 3.44%.</p>
<p><i>Location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence.</i></p>	<p>LIB-10's SOI does contain the following DUCs: Montalvin Manor, Tara Hills.<sup>136</sup> These services were most recently reviewed under the Miscellaneous County Service Areas Municipal Service Review (2013). These services have remained relatively unchanged since the publication of these reports.</p>
<p><i>Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies, including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence.</i></p> <ul style="list-style-type: none"> <li>• Does the agency have a CIP?</li> </ul>	<p>It has been noted by the County that the Pinole Library has significantly deferred annual maintenance. Maintenance that has been identified for this library facility include replacing out of date plumbing, replacing data and electrical systems, HVAC improvements, and upgrading data and electrical systems. Addressing these deferred maintenance needs will create more uplifted and inviting spaces, put into place systems, fixtures and technology that will use the public's money more efficiently, ensure the long -term stability of the facilities, and support library patrons' current technology needs.</p> <p>CCCL has received state grant money from the Building Forward Library Facilities Improvement Program in 2021 to address some of the deferred maintenance at the Pinole Library. The BOS also allocated \$4 million of Measure X sales tax dollars to address deferred maintenance in county-owned library facilities. The grant will fund several projects including replacing the HVAC systems, replacing the roof, electrical services upgrades, lighting improvements and paint.</p> <p>The Contra Costa County Library system has a 2024 Strategic Plan Update. Objectives for the Strategic Plan include (a) increasing opportunities for literacy, education, and lifelong learning through physical and digital collections, programming, and access to technology by 10%, (b) increasing library use by 10%, and (c) increasing market penetration in the service area by 5%. One of the strategies in the Strategic Plan includes increasing the library's budget by securing new revenue sources.</p> <p>The Library Performance Report for FY21-22 cited staffing shortages due to a large number of retirements and</p>

<sup>135</sup> Contra Costa LAFCO 2020 Census and DCD Analysis (Block Calc Method)

<sup>136</sup> <https://www.arcgis.com/apps/View/index.html?appid=c3e4e4e1d115468390cf61d9db83efc4>



	<p>resignations as a challenge to the department. Like many other county departments and industries around the country, the Library system struggled to fill open positions due to worker shortages and difficulty attracting replacements due to comparatively lower salaries. For FY 21-22, the year began with a 20 percent vacancy rate and was reduced to 12 percent by the end of the year.</p> <p>The Contra Costa County Library Performance Report for FY21-22 noted the following related accomplishments:</p> <ul style="list-style-type: none"> <li>• In FY 2020-21, libraries piloted free scanning and limited free printing for those in the community needing these services including Antioch, Bay Point, Concord, Hercules, Pittsburg, and San Pablo. After a successful pilot, the program was extended to all libraries and was approved as a permanent policy by the Board of Supervisors on March 1, 2022.</li> <li>• The Library completed a diversity audit of its physical collection and is in the process of analyzing the findings which will be implemented in 2023.</li> <li>• The Library updated its assistive technology on public computers with new headphones and NVDA screen reading software at each branch to improve access for patrons with visual impairments.</li> <li>• Lendable State Parks passes provided by the State Library were launched.</li> <li>• The 2022 Summer Reading Program featured a wide variety of programs, information and entertainment for all ages and for the first time offered a way for all ages to participate entirely online earning badges and completing online challenges.</li> <li>• In response to library user needs, the Library continues to update its online and downloadable resources. The department purchased a new subscription to Kanopy, which provides streaming films; Lynda.com, an online learning site that hosts a growing library of courses and videos; and Skillsoft IT Pro, a collection of ebooks and videos that cover a wide-range of technology topics.</li> <li>• The Library completed its migration to CENIC, a cost-effective, high-speed broadband network provided through a partnership of education and governmental institutions throughout the state.</li> <li>• The library's adult literacy program, Project Second Chance, provides adults free and confidential literacy instruction. PSC also offers volunteer tutors an opportunity to make a difference in their community by giving the gift of literacy.</li> <li>• The Lunch at the Library program provided critically needed meals to children. In 2022,</li> </ul>
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	lunches were offered at eight library locations which served 5,640 meals and gave away 2,801 food boxes. In 2024, the Pinole Library served free bagged lunch to take home, Thursdays between 11am and Noon.
<p><i>Financial ability of agencies to provide services.</i></p> <ul style="list-style-type: none"> <li>• Has the agency prepared a rate study?</li> <li>• Do revenues exceed expenditures?</li> </ul>	<p><i>Rates:</i></p> <p>Contra Costa County libraries are funded solely from property tax, of which they receive 1.5% of the 1% ad valorem tax. The library does not receive any general fund monies from the County. The Library's budget for FY23-24 is \$41.3 million, which is less than 1% of the County's entire budget.</p> <p><i>Revenues:</i></p> <p>The budgeted revenue for FY 2020-2023 ranged from \$1,373-\$2,813. For FY 2022-23, the budgeted revenue was \$1,500.</p> <p><i>Revenues versus Expenditures:</i></p> <p>CSA LIB-10 only funds a portion of the operating costs for the Pinole Library. Budgeted expenditures have consistently exceeded revenue for FY 2020-2023 by \$1,562 to \$2,981. The budgeted net income indicates an expectation of expenditures exceeding revenues by a significant margin each year. The actual net income for FY 2020-21 indicates that actual revenues exceeded actual expenditures while the actual net income for FY 2021-22 was negative by about the same amount. The budgeted net income for FY 2022-23 suggests a continued expectation of expenditures exceeding revenues.</p>
<i>Status of, and opportunities for, shared facilities.</i>	The Pinole Library is one of 26 in the County. CCCL offers materials access from multiple other library systems through the Link-Plus interlibrary loan program. CCCL offers its library patrons not only access to its own combined collection but also access to collections of other municipal library systems (e.g., San Francisco and Sacramento) and collegiate libraries.
<p><i>Accountability for community service needs, including government structure and operational facilities.</i></p> <ul style="list-style-type: none"> <li>• Does the agency have a website?</li> <li>• Does the agency post a public outreach tool (such as a calendar or newsletter) on its website?</li> </ul>	<p>The library staff can be contacted at:</p> <p><a href="https://ccclib.org/contact-us">https://ccclib.org/contact-us</a></p>
<i>Any other matter related to effective or efficient service delivery, as required by commission policy.</i>	The Library Performance Report for FY21-22 indicates the Contra Costa Library system is reviewing the Library's staffing to merge part-time positions as appropriate to address staffing issues. The Report also notes that the Library system seeks to transfer ownership and fiscal responsibility for facilities to the cities, contributing to the County's goal of fiscal health.

### Sphere of Influence Determinations

No change in SOI.

### 3.3.3 LIB-12 Moraga

**Table 3-12: MSR Determinations for LIB-12 Moraga**

Topic and Performance Measures	Determination
<p><i>Growth and Population for the affected area.</i></p> <ul style="list-style-type: none"> <li>• Is the existing population estimated?</li> <li>• Is the projected future growth estimated?</li> </ul>	<p>The current population within the LIB-12 service area is 17,320 people as of 2020.<sup>137</sup> Between 2021 and 2022 the population of the largest population center within the CSA, the Town of Moraga, went from 16,750 to 16,859, an increase of 0.65%. This is in line with the change in population for the Town of Moraga for Census data from 2010 to 2020 which is approximately 5.33%.</p>
<p><i>Location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence.</i></p>	<p>LIB-12's SOI does not contain DUCs.<sup>138</sup> These services were most recently reviewed under the Miscellaneous County Service Areas Municipal Service Review (2013). These services have remained relatively unchanged since the publication of these reports.</p>
<p><i>Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies, including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence.</i></p> <ul style="list-style-type: none"> <li>• Does the agency have a CIP?</li> </ul>	<p>The Contra Costa County Library system has a 2024 Strategic Plan Update. Objectives for the Strategic Plan include (a) increasing opportunities for literacy, education, and lifelong learning through physical and digital collections, programming, and access to technology by 10%, (b) increasing library use by 10%, and (c) increasing market penetration in the service area by 5%. One of the strategies in the Strategic Plan includes increasing the library's budget by securing new revenue sources.</p> <p>The Library Performance Report for FY21-22 cited staffing shortages due to a large number of retirements and resignations as a challenge to the department. Like many other county departments and industries around the country, the Library system struggled to fill open positions due to worker shortages and difficulty attracting replacements due to comparatively lower salaries. For FY 21-22, the year began with a 20 percent vacancy rate and was reduced to 12 percent by the end of the year.</p> <p>The Contra Costa County Library Performance Report for FY21-22 noted the following related accomplishments:</p> <ul style="list-style-type: none"> <li>• In FY 2020-21, libraries piloted free scanning and limited free printing for those in the community needing these services including Antioch, Bay Point, Concord, Hercules, Pittsburg, and San Pablo. After a successful pilot, the program was extended to all libraries and was approved as a permanent policy by the Board of Supervisors on March 1, 2022.</li> <li>• The Library completed a diversity audit of its physical collection and is in the process of analyzing the findings which will be implemented</li> </ul>

<sup>137</sup> Contra Costa LAFCO 2020 Census and DCD Analysis (Block Calc Method)

<sup>138</sup> <https://www.arcgis.com/apps/View/index.html?appid=c3e4e4e1d115468390cf61d9db83efc4>

	<p>in 2023. The 2022 Lunch at the Library program provided critically needed meals for children. Eight library locations served 5,640 meals and gave away 2,801 food boxes. In 2024, El Sobrante location served lunch for children under 18 every Wednesday and Thursday in June and July from 12:00 PM to 1:00 PM.</p> <ul style="list-style-type: none"><li>• The Library updated its assistive technology on public computers with new headphones and NVDA screen reading software at each branch to improve access for patrons with visual impairments.</li><li>• Lendable State Parks passes provided by the State Library were launched.</li><li>• The 2022 Summer Reading Program featured a wide variety of programs, information and entertainment for all ages and for the first time offered a way for all ages to participate entirely online earning badges and completing online challenges.</li><li>• In response to library user needs, the Library continues to update its online and downloadable resources. The department purchased a new subscription to Kanopy, which provides streaming films; Lynda.com, an online learning site that hosts a growing library of courses and videos; and Skillsoft IT Pro, a collection of ebooks and videos that cover a wide-range of technology topics.</li><li>• The Library completed its migration to CENIC, a cost-effective, high-speed broadband network provided through a partnership of education and governmental institutions throughout the state.</li><li>• The library's adult literacy program, Project Second Chance, provides adults free and confidential literacy instruction. PSC also offers volunteer tutors an opportunity to make a difference in their community by giving the gift of literacy.</li><li>• Library Lease and Services Agreements were completed with the cities of Clayton, Hercules, and Moraga.</li></ul>
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<p><i>Financial ability of agencies to provide services.</i></p> <ul style="list-style-type: none"> <li>• Has the agency prepared a rate study?</li> <li>• Do revenues exceed expenditures?</li> </ul>	<p><i>Rates:</i></p> <p>Contra Costa County libraries are funded solely from property tax, of which they receive 1.5% of the 1% ad valorem tax. The library does not receive any general fund monies from the County. The Library's budget for FY23-24 is \$41.3 million, which is less than 1% of the County's entire budget.</p> <p><i>Revenues:</i></p> <p>The budgeted revenue for FY 2020-2023 ranged from \$11,656-\$23,643. For FY 2022-23, the budgeted revenue was \$12,700.</p> <p><i>Revenues versus Expenditures:</i></p> <p>CSA LIB-12 only funds a portion of the operating costs for the Moraga Library. Budgeted expenditures consistently exceeded revenues by \$2,981 to \$10,491 for FY 2020-2023. The budgeted net income indicates an expectation of expenditures exceeding revenues by a modest margin each year. The actual net income for FY 2020-21 had actual revenues that exceeded actual expenditures. However, the actual net income for FY 2021-22 shows that actual expenditures exceeded actual revenues by about the same amount. The budgeted net income for FY 2022-23 suggests a continued expectation of expenditures exceeding revenues.</p>
<p><i>Status of, and opportunities for, shared facilities.</i></p>	<p>The Moraga Library is one of 26 in the County. CCCL offers materials access from multiple other library systems through the Link-Plus interlibrary loan program. CCCL offers its library patrons not only access to its own combined collection but also access to collections of other municipal library systems (e.g., San Francisco and Sacramento) and collegiate libraries.</p>
<p><i>Accountability for community service needs, including government structure and operational facilities.</i></p> <ul style="list-style-type: none"> <li>• Does the agency have a website?</li> <li>• Does the agency post a public outreach tool (such as a calendar or newsletter) on its website?</li> </ul>	<p>The library staff can be contacted at:  <a href="https://ccclib.org/contact-us">https://ccclib.org/contact-us</a></p>
<p><i>Any other matter related to effective or efficient service delivery, as required by commission policy.</i></p>	<p>The Library Performance Report for FY21-22 indicates the Contra Costa Library system is reviewing the Library's staffing to merge part-time positions as appropriate to address staffing issues. The Report also notes that the Library system seeks to transfer of ownership and fiscal responsibility for facilities to the cities, contributing to the County's goal of fiscal health.</p>

### Sphere of Influence Determinations

No change in SOI.

### 3.3.4 LIB-13 Concord/Walnut Creek & Ygnacio Valley

**Table 3-13: MSR Determinations for LIB-13 Concord/Walnut Creek & Ygnacio Valley**

Topic and Performance Measures	Determination
<p><i>Growth and Population for the affected area.</i></p> <ul style="list-style-type: none"> <li>• Is the existing population estimated?</li> <li>• Is the projected future growth estimated?</li> </ul>	<p>The current population within the LIB-13 service area is 25,354 people as of 2020.<sup>139</sup> Between 2021 and 2022 the population of the largest population center within the CSA, the City of Walnut Creek, went from 69,705 to 68,969, a loss of 0.65%. This is contrary to the change in population for the City of Walnut Creek for Census data from 2010 to 2020 which was approximately 9.28 %.</p>
<p><i>Location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence.</i></p>	<p>LIB-13's SOI does not contain DUCs.<sup>140</sup> These services were most recently reviewed under the Miscellaneous County Service Areas Municipal Service Review (2013). These services have remained relatively unchanged since the publication of these reports.</p>
<p><i>Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies, including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence.</i></p> <ul style="list-style-type: none"> <li>• Does the agency have a CIP?</li> </ul>	<p>It has been noted by the County that the Ygnacio Valley Library has significantly deferred annual maintenance. Maintenance that has been identified for this library facility include replacing out of date plumbing, replacing data and electrical systems, HVAC improvements, and upgrading data and electrical systems. Addressing these deferred maintenance needs will create more uplifted and inviting spaces, put into place systems, fixtures and technology that will use the public's money more efficiently, ensure the long-term stability of the facilities, and support library patrons' current technology needs. In 2022, the BOS allocated \$4 million of Measure X sales tax dollars to address deferred maintenance in county-owned library facilities.</p> <p>The Contra Costa County Library system has a 2024 Strategic Plan Update. Objectives for the Strategic Plan include (a) increasing opportunities for literacy, education, and lifelong learning through physical and digital collections, programming, and access to technology by 10%, (b) increasing library use by 10%, and (c) increasing market penetration in the service area by 5%. One of the strategies in the Strategic Plan includes increasing the library's budget by securing new revenue sources.</p> <p>The Library Performance Report for FY21-22 cited staffing shortages due to a large number of retirements and resignations as a challenge to the department. Like many other county departments and industries around the country, the Library system struggled to fill open positions due to worker shortages and difficulty attracting replacements due to comparatively lower salaries. For FY 21-22, the year began with a 20 percent vacancy rate and was reduced to 12 percent by the end of the year.</p>

<sup>139</sup> Contra Costa LAFCO 2020 Census and DCD Analysis (Block Calc Method)

<sup>140</sup> <https://www.arcgis.com/apps/View/index.html?appid=c3e4e4ed115468390cf61d9db83efc4>

	<p>The Contra Costa County Library Performance Report for FY21-22 noted the following related accomplishments:</p> <ul style="list-style-type: none"> <li>• In FY 2020-21, libraries piloted free scanning and limited free printing for those in the community needing these services including Antioch, Bay Point, Concord, Hercules, Pittsburg, and San Pablo. After a successful pilot, the program was extended to all libraries and was approved as a permanent policy by the Board of Supervisors on March 1, 2022.</li> <li>• The Library completed a diversity audit of its physical collection and is in the process of analyzing the findings which will be implemented in 2023. The 2022 Lunch at the Library program provided critically needed meals for children. Eight library locations served 5,640 meals and gave away 2,801 food boxes. In 2024, El Sobrante location served lunch for children under 18 every Wednesday and Thursday in June and July from 12:00 PM to 1:00 PM.</li> <li>• The Library updated its assistive technology on public computers with new headphones and NVDA screen reading software at each branch to improve access for patrons with visual impairments.</li> <li>• Lendable State Parks passes provided by the State Library were launched.</li> <li>• The 2022 Summer Reading Program featured a wide variety of programs, information and entertainment for all ages and for the first time offered a way for all ages to participate entirely online earning badges and completing online challenges.</li> <li>• In response to library user needs, the Library continues to update its online and downloadable resources. The department purchased a new subscription to Kanopy, which provides streaming films; Lynda.com, an online learning site that hosts a growing library of courses and videos; and Skillsoft IT Pro, a collection of ebooks and videos that cover a wide-range of technology topics.</li> <li>• The Library completed its migration to CENIC, a cost-effective, high-speed broadband network provided through a partnership of education and governmental institutions throughout the state.</li> <li>• The library's adult literacy program, Project Second Chance, provides adults free and confidential literacy instruction. PSC also offers volunteer tutors an opportunity to make a difference in their community by giving the gift of literacy.</li> <li>• The Ygnacio Valley Library's parking lot was repaved and accessibility improvements were made to its exterior walkways</li> </ul>
<p><i>Financial ability of agencies to provide services.</i></p> <ul style="list-style-type: none"> <li>• Has the agency prepared a rate study?</li> <li>• Do revenues exceed expenditures?</li> </ul>	<p><i>Rates:</i></p> <p>Contra Costa County libraries are funded solely from property tax, of which they receive 1.5% of the 1% ad valorem tax. The library does not receive any general fund</p>



	<p>monies from the County. The Library's budget for FY23-24 is \$41.3 million, which is less than 1% of the County's entire budget.</p> <p><i>Revenues:</i> The budgeted revenue for FY 2020-2023 ranged from \$166,141-\$340,406. For FY 2022-23, the budgeted revenue was \$185,400.</p> <p><i>Revenues versus expenditures:</i> CSA LIB-13 only funds a portion of the operating costs for the Ygnacio Valley Library. Budgeted expenditures consistently exceeded revenue by \$22,147 to \$84,462 for FY 2020-2023. The budgeted net income indicates an expectation of expenditures exceeding revenues by a significant margin each year. The actual net income for FY 2020-21 indicates that actual revenues significantly exceeded actual expenditures. The actual net income for FY 2021-22 shows that actual expenditures exceeded actual revenues by roughly the same amount. The budgeted net income for FY 2022-23 suggests a continued expectation of expenditures exceeding revenues.</p>
<i>Status of, and opportunities for, shared facilities.</i>	The Ygnacio Valley Library is one of 26 in the County. CCCL offers materials access from multiple other library systems through the Link-Plus interlibrary loan program. CCCL offers its library patrons not only access to its own combined collection but also access to collections of other municipal library systems (e.g., San Francisco and Sacramento) and collegiate libraries.
<p><i>Accountability for community service needs, including government structure and operational facilities.</i></p> <ul style="list-style-type: none"> <li>• Does the agency have a website?</li> <li>• Does the agency post a public outreach tool (such as a calendar or newsletter) on its website?</li> </ul>	<p>The library staff can be contacted at: <a href="https://ccclib.org/contact-us">https://ccclib.org/contact-us</a></p>
<i>Any other matter related to effective or efficient service delivery, as required by commission policy.</i>	The Library Performance Report for FY21-22 indicates the Contra Costa Library system is reviewing the Library's staffing to merge part-time positions as appropriate to address staffing issues. The Report also notes that the Library system seeks to transfer of ownership and fiscal responsibility for facilities to the cities, contributing to the County's goal of fiscal health.

## Sphere of Influence Determinations

SOI expanded in (2013)<sup>141</sup>.

Consolidation with CSA P-6.

<sup>141</sup> <https://www.contracostalafco.org/wp-content/uploads/2023/01/08-Fiscal-Year-2023-24-Proposed-Budget-Schedule-and-Work-Plan-Preview.pdf>

## 3.4 Police Services

### 3.4.1 P-2 Police Protection Black Hawk and Alamo

**Table 3-14: MSR Determinations for P-2 Police Protection Black Hawk and Alamo**

Topic and Performance Measures	Determination
<p><i>Growth and Population for the affected area.</i></p> <ul style="list-style-type: none"> <li>• Is the existing population estimated?</li> <li>• Is the projected future growth estimated?</li> </ul>	<p>The current population within the P-2 service area is 6,196 people as of 2020.<sup>142</sup></p> <p>Zone A</p> <p>Between 2021 and 2022 the population of the greater Alamo CDP grew from 13,852 to 14,355, a 3.63% increase. This is in line with the change in population for Alamo CDP for Census data from 2010 to 2020 which is approximately 5.11%.</p> <p>Zone B</p> <p>Between 2021 and 2022 the population of the greater Alamo CDP went from 10,874 to 10,622, a loss of -2.32%. This is not in line with the change in population for Blackhawk CDP for Census data from 2010 to 2020 which is approximately 3.02%.</p>
<p><i>Location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence.</i></p>	<p>P-2's SOI does not contain DUCs.<sup>143</sup> These services were most recently reviewed under the Municipal Service Review: Law Enforcement Services (2011).</p>
<p><i>Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies, including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence.</i></p> <ul style="list-style-type: none"> <li>• Does the agency have a CIP?</li> <li>• Are local hazards identified?</li> </ul>	<p>P-2 Zone A funds one Resident Lieutenant and three Resident Deputies, plus vehicles and other necessary supplies.<sup>144</sup></p> <p>P-2 Zone B funds one resident Deputy, plus vehicles and other necessary supplies.</p> <p>The 2021 Office of the Sheriff Performance Measure identified response times in unincorporated communities throughout the County due to staffing levels as a challenge to the Sheriff's Office.<sup>145</sup> That same year, thirty deputies completed the Field Training Officer program and were assigned to fill vacant contract, patrol, and resident deputy positions. All other vacancies were filled with voluntary over-time/fair-share to provide adequate coverage for all unincorporated areas of the county. There are several network related improvements that increased capacity and stability at various SO locations. At Blackhawk, network download speed increased by 1380% and upload speed by 900%.</p>

<sup>142</sup> Contra Costa LAFCO 2020 Census and DCD Analysis (Block Calc Method)

<sup>143</sup> <https://www.arcgis.com/apps/View/index.html?appid=c3e4e4e1d115468390cf61d9db83efc4>

<sup>144</sup> <https://county-contra-costa-ca-budget-book.cleargov.com/15496/budget-overview/budgeted-positions-report>

<sup>145</sup> <https://www.contracosta.ca.gov/798/Performance-Report-by-Department>

<p><i>Financial ability of agencies to provide services.</i></p> <ul style="list-style-type: none"> <li>• Has the agency prepared a rate study?</li> <li>• Do revenues exceed expenditures?</li> </ul>	<p><b>Rates:</b></p> <p>CSA P-2 is funded by two primary revenue sources: 1. <i>Ad Valorem</i> Property Tax and 2. Special Tax revenue from Zones.</p> <p>1. <i>Ad Valorem</i> Property Tax: CSA P-2, Zone A collects a portion of the Basic 1% Property Tax Allocation from properties within Zone A which generated approximately \$164,736 of tax revenue per year for FY 2020-23.</p> <p>CSA P-2, Zone B collects a portion of the Basic 1% Property Tax Allocation from properties within Zone B which generated approximately \$225,000 of tax revenue per year for FY 2020-23.</p> <p>2. Special Tax revenue from Zones: Each year, the County sets the special tax levy for police services in County Service Areas P-2 (Zones A and B) as required by County Ordinance No. 2019-40 for Zone A and Ordinance No. 2021-01 for Zone B. <sup>146</sup></p> <table border="1" data-bbox="868 856 1393 1335"> <thead> <tr> <th colspan="2">P-2 Zone A (Blackhawk)</th></tr> <tr> <th>Land Use</th><th>2023-24 Special Tax Per parcel per year</th></tr> </thead> <tbody> <tr> <td>Single residential</td><td>\$431.64</td></tr> <tr> <td>Small multiple residential</td><td>\$431.64</td></tr> <tr> <td>Large multiple residential</td><td>\$431.64</td></tr> <tr> <td>Commercial/Industrial/Institutional</td><td>\$2,589.76</td></tr> <tr> <td>Commercial/Theater</td><td>\$12,951.00</td></tr> </tbody> </table> <table border="1" data-bbox="868 1367 1393 1843"> <thead> <tr> <th colspan="2">P-2 Zone B (Alamo)</th></tr> <tr> <th>Land Use</th><th>2023-24 Special Tax Per parcel per year</th></tr> </thead> <tbody> <tr> <td>Single residential</td><td>\$67.00</td></tr> <tr> <td>Small multiple residential</td><td>\$67.00</td></tr> <tr> <td>Large multiple residential</td><td>\$67.00</td></tr> <tr> <td>Commercial/Industrial/Institutional</td><td>\$200.00</td></tr> <tr> <td>Commercial/Theater</td><td>\$932.00</td></tr> </tbody> </table>	P-2 Zone A (Blackhawk)		Land Use	2023-24 Special Tax Per parcel per year	Single residential	\$431.64	Small multiple residential	\$431.64	Large multiple residential	\$431.64	Commercial/Industrial/Institutional	\$2,589.76	Commercial/Theater	\$12,951.00	P-2 Zone B (Alamo)		Land Use	2023-24 Special Tax Per parcel per year	Single residential	\$67.00	Small multiple residential	\$67.00	Large multiple residential	\$67.00	Commercial/Industrial/Institutional	\$200.00	Commercial/Theater	\$932.00
P-2 Zone A (Blackhawk)																													
Land Use	2023-24 Special Tax Per parcel per year																												
Single residential	\$431.64																												
Small multiple residential	\$431.64																												
Large multiple residential	\$431.64																												
Commercial/Industrial/Institutional	\$2,589.76																												
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<sup>146</sup> July 11, 2023 Board of Supervisors Agenda Item “Setting Special Tax Levy for County Service Areas P-2 Zone A (Blackhawk), P-2 Zone B (Alamo) and P-5 (Round Hill)”

	<p><i>Revenues:</i></p> <p>Zone A The budgeted revenue for Zone A was consistently \$295,100 for FY 2020-23</p> <p>Zone B The budgeted revenue for Zone B was \$1,052,550 to \$1,381,550 for FY 2020-23</p> <p><i>Revenues versus Expenditures:</i></p> <p>Zone A The budgeted net income indicates an expectation of expenditures exceeding revenues by a modest margin each year. The actual net income for FY 2020-21 indicates that actual revenues slightly exceeded actual expenditures. The actual net income for FY 2021-22 indicates that actual expenditures were more than revenues by roughly the same amount. The budgeted net income for FY 2022-23 suggests a continued expectation of expenditures exceeding revenues.</p> <p>Zone B The budgeted net income indicates an expectation of expenditures exceeding revenues by a modest margin each year except FY 2020-21 which broke even. However, actual revenue exceeded expenditures for both FY 2020-21 and FY 2021-22. The actual net income for FY 2020-21 indicates that actual revenues slightly exceeded actual expenditures while FY 2021-22 indicates that actual revenues exceeded actual expenditures by almost two hundred thousand dollars. The budgeted net income for FY 2022-23 suggests a continued expectation of expenditures exceeding revenues.</p>
<i>Status of, and opportunities for, shared facilities.</i>	<p>Through the SO, CSA P-2, Zone A and Zone B utilize dispatch services, investigative and forensic specialists, and any other specialized services required. The Resident Officers assigned to Alamo share space at the SO Valley Station in the Alamo Plaza Shopping Center.</p> <p>A portion of P-2 Zone B is covered by CSA M-30 which receive their law enforcement services from the Town of Danville.</p> <p>Another portion of CSA P-2 west of Danville is also covered by P-6.</p> <p>There have been meetings between the committees for P-2 Zone B and P-5. The two committees continue to weigh the pros and cons and it is anticipated that they will vote about whether or not to combine services areas by mid 2025.</p>
<i>Accountability for community service needs, including government structure and operational facilities.</i>	<p>The Sheriff's Office has supervisors working throughout the agency who can address customer service issues on the spot on a 24/7 basis. Supervisors can be requested by</p>

<ul style="list-style-type: none"> <li>• Does the agency have a website?</li> <li>• Does the agency post a public outreach tool (such as a calendar or newsletter) on its website?</li> </ul>	<p>asking the involved employee or by calling Sheriff's Dispatch at 925-646-2441. In addition, customers can submit issues via the Sheriff's Office website at: <a href="https://www.cocosheriff.org/community-information/citizen-complaint-form">https://www.cocosheriff.org/community-information/citizen-complaint-form</a> and Blackhawk Police at 925-763-1018. Blackhawk also has its own webpage: <a href="https://www.cocosheriff.org/bureaus/field-operations/patrol-division/blackhawk-police">https://www.cocosheriff.org/bureaus/field-operations/patrol-division/blackhawk-police</a></p> <p>There is a seven-member Citizens Advisory Committee for Zone A (Blackhawk) and a seven-member Police Services Advisory Committee for Zone B (Alamo) which includes two members from the Alamo Municipal Advisory Council (MAC).</p> <p>The Zone A Resident Lieutenant also attends Advisory Committee monthly meeting as well as the Zone B Resident Deputy attends Advisory Committee monthly meeting to keep the committees updated and to address any concerns from their respective communities.</p>
<p><i>Any other matter related to effective or efficient service delivery, as required by commission policy.</i></p>	<p>The past 2011 MSR suggested increasing the CSA P-2 SOI in the Alamo area to 20.6 square miles consistent with the Alamo CDP, as well as potentially including the district Executive Summary boundaries (1.2 square miles) of CSA P-5 (Round Hill) within the CSA P-2 Alamo area SOI. Alternatively, it suggested expanding the SOI for CSA P-5 (Round Hill) to include all of the Alamo area; and signaling a future merger of CSA P-2 in the Alamo area into CSA P-5. Zone B for CSA P-2 could remain intact and would become a Zone within the new CSA P-5. CSA P-2 would then consist of the Blackhawk area only (and in the future Camino Tassajara if that area were to be added to the CSA P-2 SOI).</p>

### Sphere of Influence Determinations

Consolidation with CSA P-6. SOI update pending. <sup>147</sup>

<sup>147</sup> <https://www.conracostalafco.org/wp-content/uploads/2023/01/08-Fiscal-Year-2023-24-Proposed-Budget-Schedule-and-Work-Plan-Preview.pdf>

### 3.4.2 P-5 Police Protection Round Hill

Table 3-15: MSR Determinations for P-5 Police Protection Round Hill

Topic and Performance Measures	Determination
<i>Growth and Population for the affected area.</i> <ul style="list-style-type: none"> <li>• Is the existing population estimated?</li> <li>• Is the projected future growth estimated?</li> </ul>	The current population within the P-5 service area is 1,885 people as of 2020. <sup>148</sup>
<i>Location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence.</i>	P-5's SOI does not contain DUCs. <sup>149</sup> These services were most recently reviewed under the Municipal Service Review: Law Enforcement Services (2011).
<i>Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies, including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence.</i> <ul style="list-style-type: none"> <li>• Does the agency have a CIP?</li> <li>• Are local hazards identified?</li> </ul>	CSA P-5 funds <b>two Resident Deputies</b> , plus vehicles and other necessary supplies. <sup>150</sup> The 2021 Office of the Sheriff Performance Measure identified response times in unincorporated communities throughout the County due to staffing levels as a challenge to the Sheriff's Office. <sup>151</sup> That same year, thirty deputies completed the Field Training Officer program and were assigned to fill vacant contract, patrol, and resident deputy positions. All other vacancies were filled with voluntary over-time/fair-share to provide adequate coverage for all unincorporated areas of the county.
<i>Financial ability of agencies to provide services.</i> <ul style="list-style-type: none"> <li>• Has the agency prepared a rate study?</li> <li>• Do revenues exceed expenditures?</li> </ul>	<p><b>Rates:</b></p> <p>CSA P-5 is funded by two primary revenue sources: 1. <i>Ad Valorem</i> Property Tax and 2. Special Tax revenue from Zones.</p> <p>1. <i>Ad Valorem</i> Property Tax: A portion of the Basic 1% Property Tax is allocated to CSA P-5, which generated approximately \$272,145 of tax revenue per year for FY 2020-23</p> <p>2. Special Tax revenue from Zones: As required by County Ordinance No. 2019-40, the County sets the special tax levy for police services in County Service Areas P-5. Parcels not used for commercial recreational purposes will have a special tax levy of \$470. The rate for parcels used for commercial recreational purposes is set at \$932. Setting the special tax levy for police services will permit the Sheriff to continue to provide police services in the Round Hill area. It is estimated that the special tax levy will raise an estimated \$355,152 for FY 2023-2024.<sup>152</sup> The rate was the same in FY 2022-2023 which generated an estimated \$354,682.</p> <p><b>Revenues:</b> The budgeted revenue for CSA P-5 was \$633,648 for FY 2020-23</p> <p><b>Revenues versus Expenditures:</b></p>

<sup>148</sup> Contra Costa LAFCO 2020 Census and DCD Analysis (Block Calc Method)

<sup>149</sup> <https://www.arcgis.com/apps/View/index.html?appid=c3e4e4e1d115468390cf61d9db83efc4>

<sup>150</sup> <https://county-contra-costa-ca-budget-book.cleargov.com/15496/budget-overview/budgeted-positions-report>

<sup>151</sup> <https://www.contracosta.ca.gov/798/Performance-Report-by-Department>

<sup>152</sup> July 11, 2023 Board of Supervisors Agenda Item "Setting Special Tax Levy for County Service Areas P-2 Zone A (Blackhawk), P-2 Zone B (Alamo) and P-5 (Round Hill)"

	The budgeted net income indicates an expectation of expenditures exceeding revenues by a modest margin each year. The actual net income for FY 2020-21 and FY 2021-22 indicates that actual revenues slightly exceeded actual expenditures. The budgeted net income for FY 2022-23 suggests a continued expectation of expenditures exceeding revenues by a significant margin.
<i>Status of, and opportunities for, shared facilities.</i>	<p>Through the SO, CSA P-5 also utilizes dispatch services, investigative and forensic specialists, and any other specialized services required. The Resident Officers assigned to Round Hill share space at the SO Valley Station in the Alamo Plaza Shopping Center.</p> <p>A portion of CSA P-5 is within the larger Alamo CDP.</p> <p>There have been meetings between the committees for P-2 Zone B and P-5. The two committees continue to weigh the pros and cons and it is anticipated that they will vote about whether or not to combine services areas by mid 2025.</p>
<i>Accountability for community service needs, including government structure and operational facilities.</i> <ul style="list-style-type: none"> <li>• Does the agency have a website?</li> <li>• Does the agency post a public outreach tool (such as a calendar or newsletter) on its website?</li> </ul>	<p>The Sheriff's Office has supervisors working throughout the agency who can address customer service issues on the spot on a 24/7 basis. Supervisors can be requested by asking the involved employee or by calling Sheriff's Dispatch at 925-646-2441. In addition, customers can submit issues via the Sheriff's Office website at: <a href="https://www.cocosheriff.org/community-information/citizen-complaint-form">https://www.cocosheriff.org/community-information/citizen-complaint-form</a> and <a href="https://www.cocosheriff.org/bureaus/field-operations/patrol-division/valley-station">https://www.cocosheriff.org/bureaus/field-operations/patrol-division/valley-station</a></p> <p>P-5 has an Advisory Committee that includes nine (9) appointees and two (2) alternates representing the Round Hill county service area. The Resident Sergeant also attends the Advisory Committee monthly meeting to keep the committee updated and to address any concerns. They have a website: <a href="http://www.alamore.org/">http://www.alamore.org/</a></p>
<i>Any other matter related to effective or efficient service delivery, as required by commission policy.</i>	The past 2011 MSR suggested including the district boundaries (1.2 square miles) of CSA P-5 (Round Hill) within the CSA P-2 Alamo area SOI. Alternatively, it suggested expanding the SOI for CSA P-5 (Round Hill) to include all of the Alamo area and signaling a future merger of CSA P-2 in the Alamo area into CSA P-5. Zone B for CSA P-2 could remain intact and would become a Zone within the new CSA P-5. CSA P-2 would then consist of the Blackhawk area only (and in the future Camino Tassajara if that area were to be added to the CSA P-2 SOI).

### Sphere of Influence Determinations

Increase SOI for CSA P-5 (Round Hill) to include all of the Alamo area, SOI update pending<sup>153</sup>

<sup>153</sup> <https://www.contracostalafco.org/wp-content/uploads/2023/01/08-Fiscal-Year-2023-24-Proposed-Budget-Schedule-and-Work-Plan-Preview.pdf>



### 3.4.3 P-6 Police Protection Unincorporated Area

CSA P-6 provides foundational and extended law enforcement services to the unincorporated areas of Contra Costa County. Specifically, the CSA funds basic and enhanced law enforcement services, including Deputy patrol and investigations, as well as specialized services like Resident Deputies in certain communities. The following table details the populations served by P-6.

**Table 3-16: Unincorporated Communities Covered by P-6**

Communities	Population (2010)	Population (2020)	% Population Change	DUCs Included
<b>West County</b>	<b>49,241</b>	<b>54,742</b>		
Bayview CDP	1,754	1,782	1.60%	Yes
Crockett CDP	3,094	3,242	4.78%	Yes
East Richmond Heights CDP	3,280	3,460	5.49%	No
El Sobrante CDP	12,669	15,524	22.54%	No
Kensington CDP	5,077	5,428	6.91%	No
Montalvin Manor CDP	2,876	3,099	7.75%	Yes
North Richmond CDP	3,717	4,175	12.32%	Yes
Rodeo CDP	8,679	9,653	11.22%	Yes
Rollingwood CDP	2,969	3,015	1.55%	No
Tara Hills CDP	5,126	5,364	4.64%	Yes
<b>Central County</b>	<b>75,068</b>	<b>111,289</b>		
Acalanes Ridge CDP	1,137	1,285	13.02%	No
Alamo CDP (portion of CSA No. P-2B)	14,570	15,314	5.10%	No
Alamo Springs + (CSA No. M-30)	70	119	70.00%	No
Alhambra Valley CDP	924	805	-12.88%	No
Blackhawk CDP (portion of CSA No. P-2A)	9,354	9,637	3.03%	No
Camino Tassajara CDP	2,197	4,951	125.35%	No
Canyon +	200	187	-6.50%	No
Castle Hill CDP	1,299	1,271	-2.16%	No
Clyde CDP	678	729	7.52%	No
Contra Costa Centre CDP +	5,133	6,808	32.63%	No
Diablo CDP (Diablo CSD)	1,158	1,255	8.38%	No
Dougherty Valley + (CSA No. M-29)	13,600	35,936	164.23%	No
Mountain View CDP	2,372	2,622	10.54%	No
Norris Canyon CDP	957	1,313	37.20%	No
North Gate CDP	679	667	-1.77%	No
Pacheco CDP	3685	4,183	13.51%	No
Port Costa CDP	190	190	0.00%	No
Reliez Valley CDP	3101	3,354	8.16%	No
Round Hill + (CSA No. P-5)	450	1885	318.89%	No
San Miguel CDP	3,392	3,591	5.87%	No

Saranap CDP	5,202	5,830	12.07%	No
Shell Ridge CDP	959	1,014	5.74%	No
Vine Hill CDP	3,761	4,323	14.94%	Yes
<b>East County</b>	<b>39,683</b>	<b>44,121</b>		
Bay Point CDP	21,349	23,896	11.93%	Yes
Bethel Island CDP	2,137	2,131	-0.28%	No
Byron CDP	1,277	1,140	-10.73%	No
Discovery Bay CDP	13,352	15,358	15.02%	No
Knightesen CDP	1,568	1,596	1.79%	No
Orwood Resort	No estimate available	No estimate available	No estimate available	No

Source: 2010 and 2020 Census

Notes:

- 1) CDP indicates Census Designated Place
- 2) + indicates estimated population

**Table 3-17: MSR Determinations for P-6 Police Protection Unincorporated Area**

<b>Topic and Performance Measures</b>	<b>Determination</b>
<p><i>Growth and Population for the affected area.</i></p> <ul style="list-style-type: none"> <li>• Is the existing population estimated?</li> <li>• Is the projected future growth estimated?</li> </ul>	<p>The current population within the P-6 service area is 178,527 people as of 2020.<sup>154</sup></p> <p>Refer to Table 3-16: Unincorporated Communities Covered by P-6 for more details on population changes.</p>
<p><i>Location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence.</i></p>	<p>P-6's SOI does contain DUCs including: Baypoint, Bayview, Crockett, Montalvin Manor, North Richmond, Rodeo, Tara Hills, and Vine Hill.<sup>155</sup> These services were most recently reviewed under the Municipal Service Review: Law Enforcement Services (2011).</p>
<p><i>Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies, including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence.</i></p> <ul style="list-style-type: none"> <li>• Does the agency have a CIP?</li> <li>• Are local hazards identified?</li> </ul>	<p>The 2021 Office of the Sheriff Performance Measure identified response times in unincorporated communities throughout the County due to staffing levels as a challenge to the Sheriff's Office.<sup>156</sup> In 2021, the Patrol Division responded to 90,762 calls for service and received 10,495 reports documenting select crimes within the unincorporated areas of Contra Costa County. That same year, thirty deputies completed the Field Training Officer program and were assigned to fill vacant contract, patrol, and resident deputy positions. All other vacancies were filled with voluntary over-time/fair-share to provide adequate coverage for all unincorporated areas of the county.</p>
<p><i>Financial ability of agencies to provide services.</i></p> <ul style="list-style-type: none"> <li>• Has the agency prepared a rate study?</li> <li>• Do revenues exceed expenditures?</li> </ul>	<p><b>Rates:</b></p> <p>CSA P-6 is funded by two primary revenue sources: 1. <i>Ad Valorem</i> Property Tax and 2. Special Tax revenue from Zones.</p> <p><b>1. <i>Ad Valorem</i> Property Tax:</b></p> <p>As part of district formation in 1983, the County reallocated a portion of the Special Districts Augmentation Fund to the CSA, thereby placing a share of the property tax on parcels within the district. A portion of the 1% ad valorem property taxes paid by landowners residing within the boundaries of the District is allocated to the District to fund operations. The percent share of the 1% ad valorem property tax varies depending on the Tax Rate Area (TRA) in which the parcel resides within the boundaries of the District.</p> <p>As originally structured, and as permitted under CSA law (Section 25217), new development in the unincorporated portion of the County would be required (as part of the subdivision approval process) to establish a zone within the CSA to fund law enforcement services. In 1989, four zones were established for four major subdivisions in Oakley and Bay Point.</p>

<sup>154</sup> Contra Costa LAFCO 2020 Census and DCD Analysis (Block Calc Method)

<sup>155</sup> <https://www.arcgis.com/apps/View/index.html?appid=c3e4e4e1d115468390cf61d9db83efc4>

<sup>156</sup> <https://www.contracosta.ca.gov/798/Performance-Report-by-Department>

	<p>Past research conducted in conjunction with the 2011 Law Enforcement MSR, found that the P-6 property tax allocation has been applied to some properties within city limits, and not applied to some properties in the unincorporated area.</p> <p>2. Special Tax revenue from Zones: In 1992, the Board began to form new zones for each new major and minor subdivision in the unincorporated area of the County. In 1996, the Board approved a modification to the ordinance, imposing a one-time fee of \$1,000 on minor subdivisions (four parcels or less) instead of forming a new P-6 zone and requiring a special election.</p> <p>The special tax levy for parcels in each zone within CSA P-6 is adjusted annually based on the April Urban Area Consumer Price Index (CPI-U) released by the Bureau of Labor Statistics for the San Francisco Bay Area. In July of each calendar year, the Board of Supervisors sets the special tax levy for parcels in each CSA P-6 zone based on the April CPI-U indicator. Setting the special tax levies will ensure the tax is included in the 2024-2025 Property Tax Roll and the County receives revenue for the police services provided. This results in a variance between the annual special tax charged per parcel, which can be as low as \$200 per parcel and up to \$2,149 per parcel. The oldest Zone on record (Zone 200) was established in 1989 and in its 35<sup>th</sup> year of levy varies from \$268.73-\$2,149.66 per parcel.</p> <p>Properties within CSA P-2, Zone B are also within CSA P-6 (County-wide unincorporated area except Kensington). A number of CSA P-6 Zones (special assessment areas) have been established throughout the P-6 territory, including within CSA P-2, Zone B territory.</p> <p>CSA P-6 also collects a portion of the Basic 1% Property Tax Allocation from properties within CSA P-2, Zone B for 'basic' law enforcement services.</p> <p><i>Revenues:</i> Each January, the County Auditor transfers the annual zone special tax proceeds into the Central Administrative Base (CAB) Fund (Fund No. 262900). The balance in the CAB fund is \$1.28 million for FY 2023-24. Revenue from the zones is adjusted annually based on the June Urban Area Consumer Price Index for the San Francisco Bay Area.</p> <p>Currently, there are 120 active zones in the County, which generated an estimated \$2.7 million cumulative revenue for all zones within County Service Area (CSA) P-6 in FY 2024-25. This amount reflects a 3.75% increase from the FY 2023-24 cumulative amount of approximately \$2.6 million.</p>
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	<p>FY 2023/24 was a 4.19% increase from the FY 2022/23 cumulative amount of approximately \$2.5 million.<sup>157</sup></p> <p><i>Revenues versus Expenditures:</i> The budgeted net income was positive for FY 2020-23, indicating expected expenditures were above revenues. The actual net income was negative, meaning actual revenues exceeded expenditures. This suggests that while the budget often anticipated higher expenditures, the actual results frequently showed revenues either matching or exceeding those expenditures, particularly in FY 2021-22.</p>
<i>Status of, and opportunities for, shared facilities.</i>	A portion of P-6 in Alamo Springs is covered by CSA M-30 which receives law enforcement services from the Town of Danville. A number of CSA P-6 Zones (special assessment areas) have been established throughout the P-6 territory, including within CSA P-2, Zone B territory. CSA P-6 Zone CAB Fund partially funds the Sheriff's Helicopter Program, as required by P-6 Zone CAB Formation Board Order of April 19, 1998.
<p><i>Accountability for community service needs, including government structure and operational facilities.</i></p> <ul style="list-style-type: none"> <li>• Does the agency have a website?</li> <li>• Does the agency post a public outreach tool (such as a calendar or newsletter) on its website?</li> </ul>	<p>The Sheriff's Office has supervisors working throughout the agency who can address customer service issues on the spot on a 24/7 basis. Supervisors can be requested by asking the involved employee or by calling Sheriff's Dispatch at 925-646-2441. In addition, customers can submit issues via the Sheriff's Office website at:</p> <p><a href="https://www.cocosheriff.org/community-information/citizen-complaint-form">https://www.cocosheriff.org/community-information/citizen-complaint-form</a></p>
<i>Any other matter related to effective or efficient service delivery, as required by commission policy.</i>	<p>There were a number of governance measures related to CSA P-6 identified in the 2011 MSR that would improve the effectiveness and efficiency of CSA P-6. Several of these measures were implemented, but others were unaddressed and are still relevant. These measures include:</p> <ul style="list-style-type: none"> <li>• Tax Rate Area (TRA) 85065 in Kensington needs to be revamped to eliminate the CSA P-6 allocation as part of the Basic 1% Property Tax;</li> <li>• Within the City of San Ramon portion of CSA M-29, the affected TRAs need to be revamped to eliminate the CSA P-6 allocation as part of the Basic 1% Property Tax;</li> <li>• CSA P-6 maps should be corrected to eliminate CSA P-6 from the unincorporated portion of CSA M-29;</li> <li>• Properties within CSA M-30 (which receive their law enforcement services from the Town of Danville) pay property taxes (a portion of which is allocated to CSA P-6) and are assessed a CSA P-6 special tax (along with 15 parcels that are in the Town limits). Both the TRA allocation and the special tax should be eliminated from these properties;</li> </ul>

<sup>157</sup> July 23, 2024 Board of Supervisors Agenda Item "SET the special tax levy for police services zones in County Service Area P-6 for Fiscal Year 2024-2025, as recommended by the Sheriff-Coroner. (100% Restricted Property Tax revenue)"

	<ul style="list-style-type: none"> <li>Existing Zones which consist of four parcels or less should be eliminated after paying a total of \$1,000 in assessment fees;</li> <li>The SO and the Board of Supervisors should consider establishing P-6 Advisory Committees in areas that receive 'enhanced' police services from CSA P-6 funding similar to the P-6 Advisory Committee established in Discovery Bay; and</li> <li>Those CSA P-6 areas that are within a P-6 Zone and are generating sufficient funds to warrant a Resident Deputy should petition the SO and the Board of Supervisors to add this service.</li> <li>The third geographic area within CSA P-2 is located on the west side of Danville and is a 0.65 square mile (417 acre) area comprised primarily of the Las Trampas Regional Wilderness. This area is uninhabited and consideration should be given to removing this area from the CSA P-2 SOI and eventually detaching it from CSA P-2. This area would still remain in CSA P-6 for basic law enforcement services.</li> <li>In order to simplify the overlapping governance issues associated with CSA M-30, a 'zero' SOI is suggested as the first step in dissolution and annexation to the Town of Danville. This would also allow those residents of the Alamo Springs Subdivision to be removed from CSA P-2/Zone B, CSA P-6 and CSA R-7/Zone A.</li> </ul>
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### Sphere of Influence Determinations

Zero SOI suggested as the first step in dissolution and annexation to the Town of Danville. This would also allow those Alamo Springs Subdivision residents to be removed from CSA P-2/Zone B, CSA P-6 and CSA R-7/Zone A.<sup>158</sup>

<sup>158</sup> <https://www.contracostalafco.org/wp-content/uploads/2023/01/08-Fiscal-Year-2023-24-Proposed-Budget-Schedule-and-Work-Plan-Preview.pdf>

## 3.5 Governance Options

### CSA D-2 - Walnut Creek Drainage

CSA D-2 finances drainage infrastructure in central portion of the City of Walnut Creek and in the adjacent unincorporated areas of San Miguel, Walnut Knolls and Wild Oak. CSA D-2 is funded by drainage fees with a revenue of \$5,000 in fiscal year (FY) 2022-23. Contra Costa County BOS is the governing body. It relies on County's resources and departments to manage financed services. This structure allows CSA D-2 to leverage County expertise and infrastructure.

Contra Costa County BOS administers CSA D-2 governance and operational policies. Financial oversight is ensured through regular audits and performance evaluations. Physical drainage infrastructure inspections are conducted to maintain stormwater management efficiency.

*CSA D-2 appears to be the most efficient governance option to provide localized funding for drainage infrastructure. It is recommended that the County look at updating the 1979 Drainage Plan to potentially evaluate funding options.*

### CSA L-100 Countywide Street Lighting

CSA L-100 provides street lighting services to most of Contra Costa County's developed unincorporated areas. The County required developing properties to annex to CSA L-100 until 2010 at which time new light infrastructure was to be assigned to Community Facilities District (CFD) 2010-1. The CSA boundary includes 70 percent of unincorporated parcels. The CSA is financed by property taxes allocated to it by portions of its boundary area and by service charges paid by all parcels in its bounds (about \$15 for a single-family home). CSA L-100 works in coordination with PG&E to service light infrastructure. County staff is working through a streetlights inventory with PG&E to determine infrastructure ownership.

*Propose zero SOI, dissolution, with Community Facilities District (CFD) 2010-1 as successor agency.*

### CSA M-1 Delta Ferry Authority

CSA M-1 Provides Delta Ferry Authority financing to offset ferry service costs to unincorporated Bradford Island and Webb Tract. There is no road access from the mainland to the vacation homes on Bradford Island or the agricultural operations on Webb Tract. Contra Costa County does not manage, operate, or maintain the Delta Ferry; the County receives and passes through tax revenues for the operation. A JPA was formed in 1987 between RD 2026 and RD 2059 to operate the ferry for limited public transportation between the two islands.

*Delta Ferry Authority appears to be the most efficient governance option.*

### CSA M-20 - Parkway Tree Maintenance

CSA M-20 provides parkway tree maintenance services to the View Pointe Subdivision in unincorporated Rodeo. Specifically, the CSA funds weekly tree trimming services along the north side of Willow Avenue. Most trees have been removed from the area and replaced with pavement due to maintenance issues from falling pine needles and tree roots. There is currently a lot on Willow Avenue with five trees in addition to roadside trees. Funded by property taxes, the CSA's annual revenues are approximately \$15,000 which is insufficient for replacement of removed trees and irrigation infrastructure.

*After additional communication with County staff, CSA M-20 appears to be the most efficient governance option.*

### CSA M-23 - Drainage Maintenance and Geologic Hazard Abatement Service

M-23 provides financing for drainage and geologic hazard abatement services to six gated communities at the base of Mount Diablo in the unincorporated area of Blackhawk. Drainage services are provided by County Public Works staff. M-23 funds Blackhawk Geologic Hazard Abatement District (GHAD) to prevent



landslides and other geologic hazard abatement services which are provided by private contractors.

*Propose zero SOI, dissolution, with GHAD as successor agency.*

#### **CSA M-31 - Pleasant Hill BART Transportation Demand Management Program**

CSA M-31 finances transportation demand management (TDM) services to commercial office properties in Contra Costa Centre. Each property participates in an area-wide TDM program and approves an assessment to fund TDM services. The CSA funds services provided directly by a non-profit agency, the Contra Costa Centre Association (CCCA), that is governed by the affected property owners. CCCA provides transit subsidies and incentives for employees.

*CSA M-31 with CCCA oversight appears to be the most efficient governance option.*

#### **CSA RD-4 – Road Maintenance**

CSA RD-4 funds are used to maintain a section of Dutch Slough Road and Jersey Island Road to Bethel Island Road. Property tax revenues in FY 2022-23 amounted to about \$11,000 which is insufficient to cover the cost of required maintenance for the road which is reported to be in poor condition.

*CSA RD-4 receives additional dedicated funding as needed to support road maintenance. Should this funding not be sufficient to support road maintenance in future budgets, recommend zero SOI and dissolution with County as successor agency. Consider Permanent Road Division to support maintenance activities.*

#### **CSA T-1 – Transit**

CSA T-1 provides transit services to communities in unincorporated Camino Tassajara, adjacent to Danville by way of the Alamo Creek Shuttle which runs morning and afternoon to the local grocery store or Walnut Creek Bart station. The shuttle supports more than 20 riders per day but since Covid-19 pandemic, ridership has decreased to less than 10 per day. Three buses provide services for school children. Fees for services are currently sufficient to cover total expenditures.

*CSA T-1 appears to be the most efficient governance option to provide services to the subdivisions within the agency boundary.*

#### **CSA LIB-2 – Library**

CSA LIB-2 serves the El Sobrante area north of Richmond and south of Pinole. Property taxes and reimbursements for homeowner exemptions fund enhanced library services. Funding has been used to help pay for renovations after a fire that occurred in 2018. Financial contributions have been vital to maintaining and expanding operation capabilities.

*CSA LIB-2 appears to be the most efficient governance option to provide additional funding support for the El Sobrante Library.*

#### **CSA LIB-10 – Library**

CSA LIB-10 covers the City of Pinole and adjacent unincorporated areas. Funding comes from property taxes and reimbursements for homeowner exemptions. This limited additional funding is utilized to support expanded library services and property maintenance.

*CSA LIB-10 appears to be the most efficient governance option to provide additional funding support for the Pinole Library.*

**CSA LIB-12 – Library**

CSA LIB-12 covers the unincorporated area south and east of Town of Moraga. Funding comes from property taxes and homeowner exemption reimbursements. This additional funding is utilized to support expanded library services and property maintenance.

*CSA LIB-12 appears to be the most efficient governance option to provide additional funding support for the Moraga Library.*

**CSA LIB-13 – Library**

CSA LIB-13 encompasses portions of Walnut Creek and Concord, including North Gate and Shell Ridge areas. Funding comes from property taxes and reimbursements for homeowner exemptions. This additional funding is utilized to support expanded library services and property maintenance.

*CSA LIB-13 appears to be the most efficient governance option to provide additional funding support for the Ygnacio Valley Library.*

**CSA P-2 – Police Protection**

CSA P-2 provides law enforcement services in Blackhawk and Alamo areas. Funding from property assessments and basic property taxes supports additional patrol services, community policing efforts, and specialized law enforcement units for gated communities and shopping centers. Zone A – Blackhawk, includes one Resident Lieutenant and three Residents Deputies along with vehicles and other supplies. Zone B – Alamo includes one Resident Deputy.

*CSA P-2 may not be the most efficient governance option to provide additional funding support for the Blackhawk and Alamo areas. Potential consolidation with CSA P-6. Already P-6 zones for resident deputies.*

**CSA P-2, Zone B and CSA P-5 SOI Options**

There are four distinct territories receiving different levels of police services in the Alamo CDP: CSA P-2, Zone B; CSA P-5; northwest Alamo above Hillgrade Avenue, 397 homes; and east Alamo east of Round Hill, approximately 1,100 homes, neither area receiving enhanced police services. The Advisory Committees of each CSA have been in discussions for two years about the possibility of collaborating on police services. The three options discussed have been: Option 1: CSA P-2, Zone B, annexing Northwest Alamo and East Alamo, both of which are contiguous to Zone B boundaries and CSA P-5 remaining as is; Option 2, CSA P-2, Zone B and CSA P-5 merging their two territories, which are contiguous but leaving Northwest Alamo and East Alamo as is; and Option 3, placing all of Alamo CDP into CSA P-5 with one police district providing enhanced police services for the entire CDP. From discussions so far, it appears the preferred option in the community is Option 3.

Lowered administrative costs and improved police response and services to the entire Alamo CDP. As part of the MSR process, LAFCO could recommend an SOI encompassing all of the Alamo CDP (which is coterminous with the Alamo Municipal Advisory Council boundary/CSA R-7 boundary recognized by the County and would not require a new map to be prepared). In addition, this would clean up the numerous boundary issues identified for CSA P-2 and CSA P-5. And finally a merger of all of Alamo into one police district would resolve the issue that currently CSA P-2, Zone B, provides enhanced police services to all of Alamo (community event policing, business district policing and school resource officer services) without receiving reimbursement from non-P-2 areas of Alamo). A coterminous SOI with the Alamo MAC boundary would facilitate the process and meet LAFCO's obligations to provide orderly and logical boundaries for government agencies

**CSA P-5 – Police Protection**

CSA P-5 Provides law enforcement services in Round Hill area, east of Alamo. Funding from special tax assessments on developed properties and basic property taxes supports one additional Resident Deputy in the community of Round Hill. The Deputy is overseen by Contra Costa Sheriff's Office.

*CSA P-5 may not be the most efficient governance option to provide additional funding support for the Round Hill area. Potential consolidation with CSA P-6. Already P-6 zones for resident deputies.*

**CSA P-6 – Police Protection**

CSA P-6 is a countywide district providing law enforcement services in all unincorporated areas except Kensington. Funds from special assessments and basic property taxes supports enhanced law enforcement services including deputy patrol and investigations, and additional Resident Deputies in certain communities. This funding is an important source of revenue for the Contra Costa County Sheriff's Office.

*CSA P-6 appears to be the most efficient governance option to provide additional funding support for unincorporated areas of Contra Costa County including Discovery Bay.*